November 1976

THE SOCIAL AND REHABILITATION

Record

Patching Up the Lives Hurricane Agnes Ripped Apart. Page 20

Structuring the WIN Program. Page 2

NASW President Talks About Social Services. Page 8

Maryann Mahaffey, president, National Association of Social Workers

Like Mother Like Daughter

Mommy beat up daughter. Now daughter is beating up dolly. It's so easy for a child abuser to create another generation of child abusers.

How do you put an end to this grim equation? By helping both children. The daughter. And the mother.

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THE SOCIAL AND REHABILITATION
Record
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For the Record

We trained hard . . . but it seems that every time we were beginning to form up into teams we would be reorganized. I was to learn later in life that we tend to meet any new situation by reorganization: and what a wonderful method it can be for creating the illusion of progress while producing confusion, inefficiency, and demoralization. —Petronius Arbiter 210 BC

Sometimes reorganization works. It produces less confusion and greater efficiency while also managing to do well in the morale category.

Few projects involving massive reorganization have received such resounding applause from the social services field as the United Services Agency, which operates as a research and demonstration project in two Pennsylvania counties.

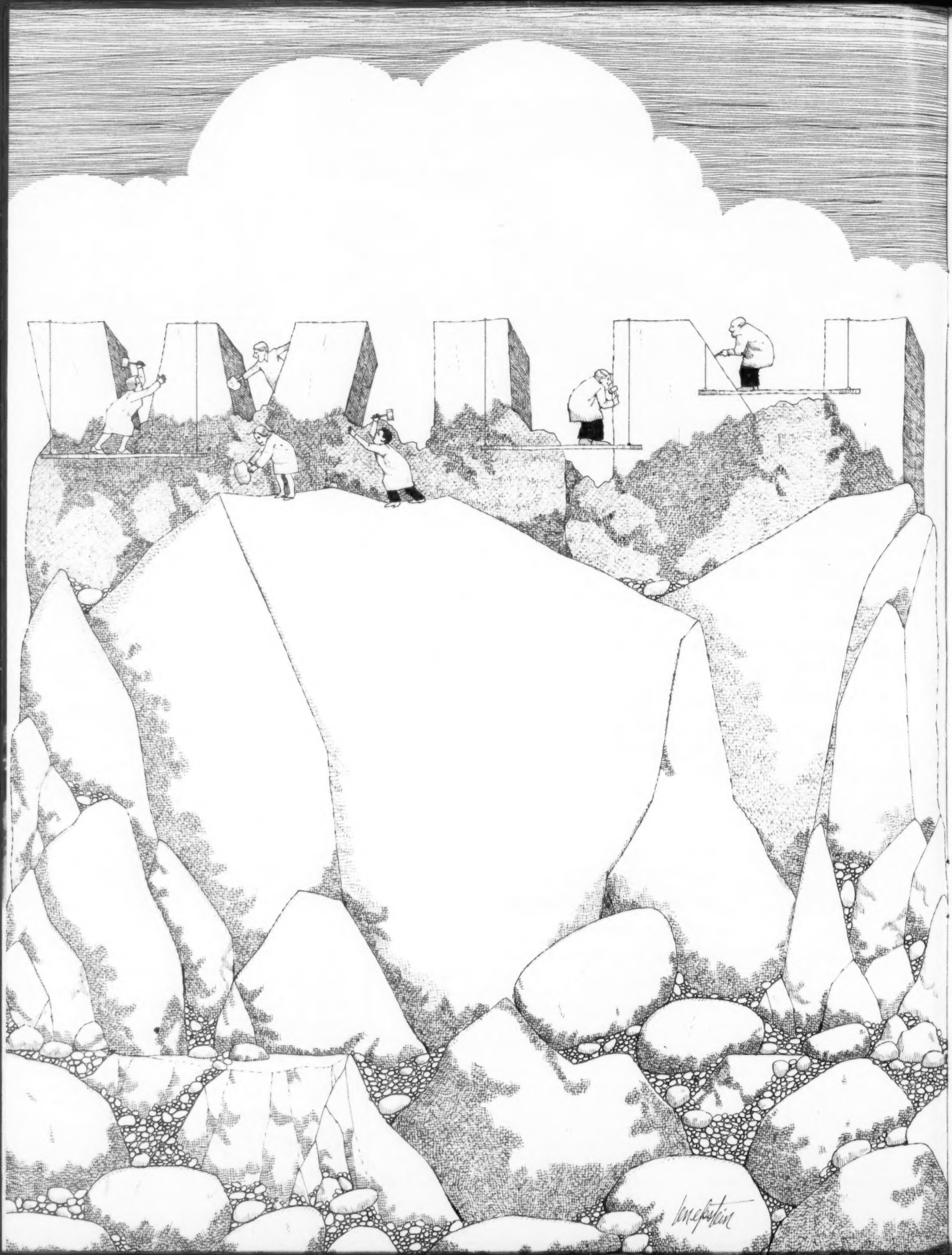
The project was established to help 250,000 persons left homeless by Hurricane Agnes in June of 1972. The keystone of the project was consolidation of the permanent staffs of the county and State as well as part-time staff members and volunteers. The story of this successful reorganization begins on page 20.

The results of other reorganizations, which will appear in future issues include Florida's decentralization of its Department of Health and Rehabilitative Services. For tighter control, the State established regional offices throughout the State.

Another upcoming feature focuses on the results of some reorganization within the Medicaid program so that greater pressure can be exerted on the fraud and abuse front.

As Petronius also knew, reorganization can be: like the surgeon's scapel which slices the rot from the infected limb so the body can grow stronger.

Martin Judge



Structuring of the WIN Program

by Robert Fodor

The views expressed in this article do not necessarily reflect those of SRS or HEW.

Any program that is worth its salt has to keep up with the broad changes that are occurring in society. It must be mindful of shifts in public opinion, economic fluctuations and political changes. I think the reason that the Work Incentive Program has been successful is that it has been flexible — it has changed.

Changes in the WIN program have reflected pretty accurately the public's view on the whole question of welfare.

We in the national office don't design the WIN program. Sometimes we think we do, but we really don't. But we have kept our ears and eyes open. As a result, we believe we know the direction the nation is going in terms of work requirements for public assistance recipients.

The first WIN legislation passed back in 1967 was a product of the thinking—and feeling—of the time. It was just about the peak of the public's awareness of poverty and all its ramifications. There were countless studies and the media was really digging into them. The big stories of the day ranged from how children suffered irreversible brain damage if their mothers got insufficient protein to the effect of poverty on the stability of the family. As a result of the publicity, by the time WIN legislation came along, the American people were relatively well-informed about poverty, welfare, and the need to do something.

There were a couple of phrases that were in vogue at that time, and they were the kind of phrases and concepts that moved many Americans and, ultimately, the Congress. One of these phrases was "the seamless web of poverty."

That phrase conveyed the fact that poverty, generally, did not result from one but from many causes and no single solution would eliminate it. You had to provide a number of services for a poor family if you hoped to bring it into the mainstream of society. These included transportation, jobs, decent housing, better education, expanded training facilities, etc. "Poverty" had to be attacked on several fronts.

The other phrase was "the culture of poverty." It conveyed the concept that the poor had developed a separate culture. As a result of being outside the mainstream, the poor, over a period of time, developed a completely different set of values and some even talked differently. Certainly their attitudes toward family, work and education, and especially their expectations, were, supposedly different from ours. Again, a total effort was needed to bring these people back into the mainstream.

The rehabilitative approach

So it was logical that WIN legislation enacted at this time be based on a rehabilitative approach, as some earlier programs had been.

Not only did WIN provide training and job referrals, but it got into family budgeting, dieting, how to dress, how to use the transportation system, how to take advantage of the services that were offered by community agencies and how to get legal services. In addition to the full range of manpower services, there was generous provision for supportive social services.

The legislation establishing WIN I was in many ways unique. It was extremely flexible. There was authority to do whatever was needed, in contrast to the narrower programs like the Manpower Development and Training Act, Neighborhood Youth Corps and New Careers. So my colleagues in the Department of Labor thought this was a magnificent breakthrough — to be able to give people anything they needed to become employable.

But no matter how good WIN staff felt about what it was doing, and no matter how many contractors we hired — and we hired a bunch of them — none was ever able to document the value of WIN services. They simply couldn't say that a good result occurred because of WIN input or that the cost was justified. And, despite the millions of dollars being pumped into WIN, the output — job placements — were disappointingly low.

Congress noted the high cost and the sparse results. They asked the Department of Labor and HEW for an accounting. But how do you account for your inability to operate a program better?

One reason we didn't do better was that we were given a devil of a job to do — to jointly administer a complicated program. I don't think another example of a jointly-administered program exists. And I think this is the first sustained program in peacetime where two agencies have to administer a single national program.

The welfare rolls were growing rapidly. From passage of the WIN legislation in 1967 to the Talmadge Amendments in 1971, the welfare rolls doubled to over 10 million. During that time we were perking along — happy in our work — turning out 30,000 placements in one year, 40,000 in another, and 60,000 in another.

Ways to control welfare costs began to excite greater interest in WIN. The stories reported by the media began to reflect a different tone.

Since Aid to Families with Dependent Children is a matching program States and local agencies had to dig deeper along with Uncle Sam to deal with an alarming increase in a program that had initially been designed to wither away. Public officials wondered when the demand for program money was going to stop — when was it going to peak?

There was such a terrific hue and cry from elected officials, President Richard Nixon made welfare reform his number one domestic priority. The Administration put together a planning staff composed of about 350 of the best people at HEW and DOL to work with Congress on reforming welfare. Unfortunately, Nixon never got his legislation, but one thing that resulted from the effort was informa-

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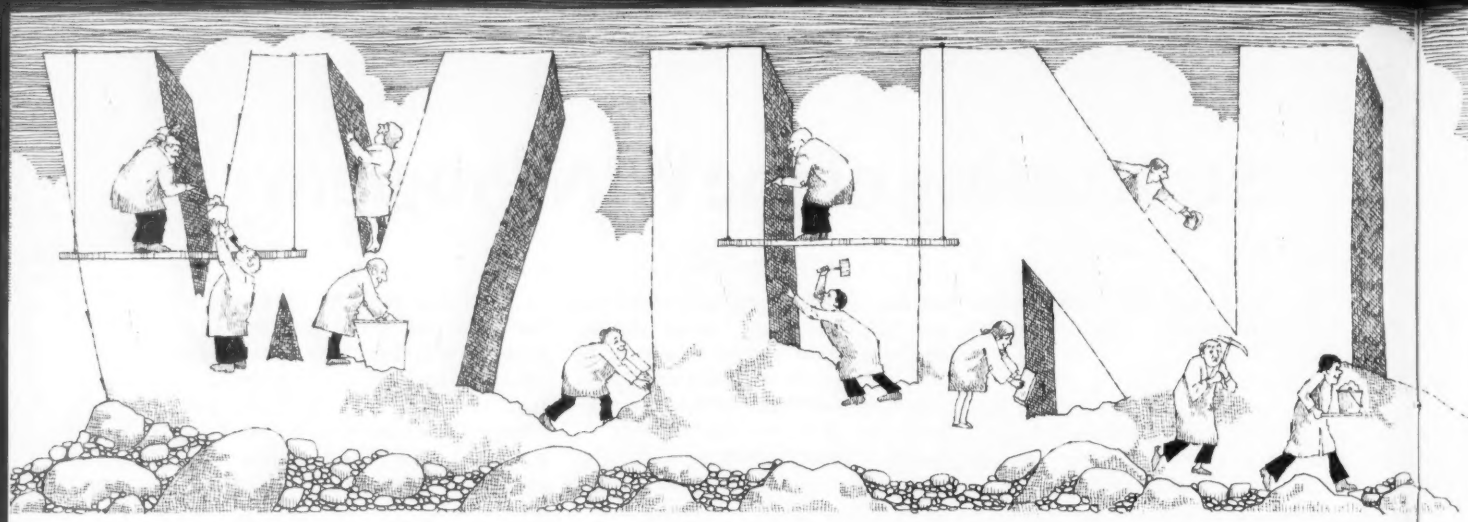
Robert Fodor is deputy director of the WIN National Office. This article is adapted from a speech he made recently to the WIN regional conference in Denver.



tion that dispelled forever this notion that people could not work their way out of poverty.

A new tack

Researchers continued to dig into welfare to find out what it is all about — what kind of people are on it, what they are like, etc. What the researchers found was that, on the whole, welfare recipients who were able to do so, were working people. That is, they had worked and they wanted to work. Many of them were on welfare because they simply couldn't find a job.

To me, the main contribution of the welfare reform debate was the documentation of the fact that many people on welfare are thrifty, hard-working people. They have a strong work ethic, but there may be, temporarily or permanently, no place for them in the economy. Welfare is their last resort not their first choice. They aren't happy about being on welfare and some will work even when it's not to their economic advantage to do so. We've seen this happen over and over again.

But what was to be done about the soaring costs of welfare? The WIN program looked as though it might do the job, although it had to that point shown very little payoff.

The Talmadge Amendments clearly reflected the intent of Congress that all employable AFDC recipients ought to work. If the private sector didn't have enough job openings, then we were to expand public service employment. They authorized $750 million for supportive services alone — more money than we have had to spend for both agencies in any year. Congress envisioned a program in the neighborhood of $2 billion. This gives some idea of the results that were expected from the program. Had it worked well, it might have really made an impact.

I think in hindsight we all recognize that there was no way we could have spent two billion dollars efficiently.

It took about a year or two to implement all the changes called for in the Talmadge Amendments and put WIN II into effect.

As a result, instead of having the broad mandate we had before, we were told to establish a National Coordination Committee. Further, Congress said we would have joint reporting, separate administrative units, and certifications and so forth. Another reason that WIN II took a while to implement was because of resistance from the field, which was understandable.

Staff reaction

The dedicated staff, which had been with the program from the beginning, found its work very satisfying. It was easy to understand how very satisfying it was to pick out a welfare recipient with potential, launch that person in a two-year college or technical school and see her graduate and go on to an $8,000 to $10,000 job. Under WIN II we appeared to be depriving them of all that satisfaction and, instead, talking about employment.

So, there was a certain amount of resistance in some quarters. In other quarters, however, staff looked forward to the Talmadge Amendments, because as they began working with the poor, they realized that what the poor mainly needed were steady jobs and decent incomes.

They could make their own decisions about how to spend their income, rather than having it earmarked for various categories by someone else. Staff found that given a decent income the chances were that people would spend it pretty reasonably.

After about a year, the feedback about the amendments became favorable. As we counted the placements made in the first year of the Talmadge Amendments, they numbered more than total placements in the first three years of WIN I. We subsequently learned that some of those first year figures were a little soft.

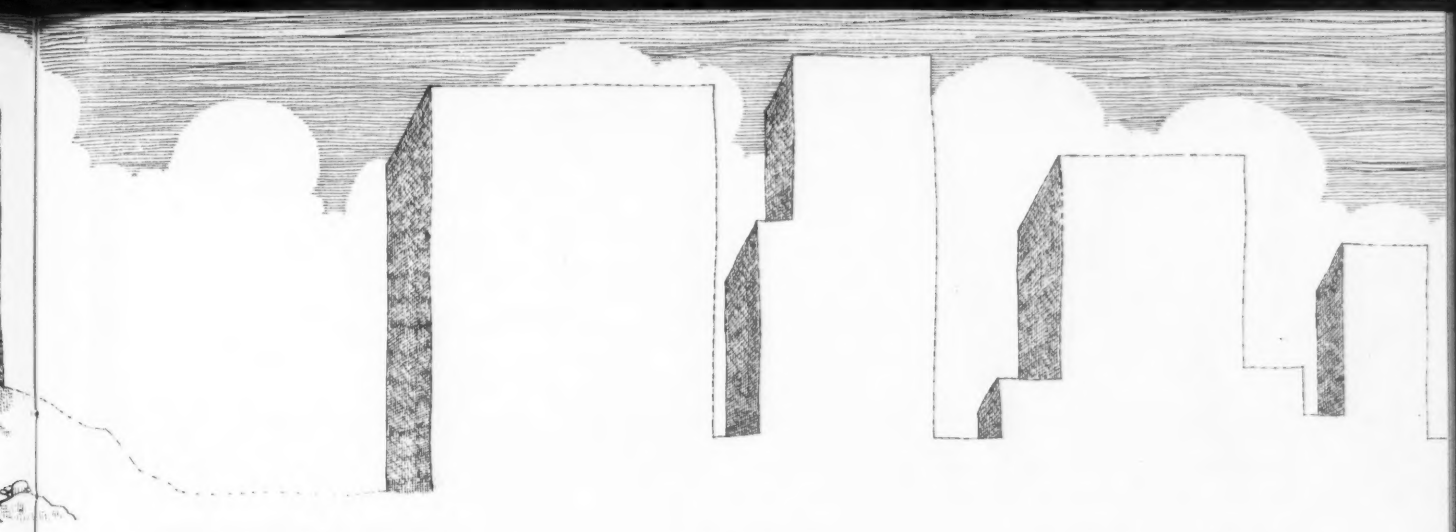
In fact, a couple of guys have made a living challenging those figures ever since. And I think with some justification. The problem was that we had too much help from the field — some of those numbers couldn't be backed up.

But, even if you discount the figures, the first year under WIN II produced a very substantial output. The results of course, made Congress happier and I think they thought that we were on the right track and perhaps WIN could make a difference after all.

WIN matures

On the whole, WIN II is running pretty smoothly today. WIN staff knows its job. They are experienced, capable. Evidence of this is that despite the current high sustained unemployment, we are doing amazingly well in making job placements — better than one could expect.

Certainly the cooperation between HEW and DOL, at least at the national and regional office levels, is far beyond what anybody could have anticipated. They think of themselves as WIN staff not HEW or DOL. In fact, I don't think anyone can point to two Federal agencies which work more closely together in the entire Government.



So, with all the improvements in the program and the working relationship of the staff, why are we going to change things? Are we just stirring up a little dust to obscure our problems? For those answers take a look at what's happening in the outside world, as a result of the general high unemployment.

About 19 million people are receiving food stamps, about 11 million AFDC benefits. And sometime during the year about 13 million will draw Unemployment Insurance.

Although there is a great deal of overlap between the programs because some people on Unemployment Insurance are receiving food stamps, etc., this adds up to roughly 45 million. But you still have more than 30 million Americans receiving some form of transfer payment, which costs more than $35 billion.

I wager that we spend more money to support people in idleness than 50 countries have for their total budgets — and there may be as many as 75 countries. That is a fantastic sum of money.

It's easy to see why the public is becoming aroused about transfer payments in general. They want to know if the people on welfare deserve it. Should the guy next door on the Unemployment Insurance roll really belong there? And should that family be getting food stamps? There was the time when someone would mention he heard about a person ripping off the system. Now the number of people who have first-hand knowledge of the rip-offs is multiplying.

The feeling is growing that the work requirements are too permissive. People are asking, "Why should a woman be on welfare when she is capable of working?" A momentum is building up. In addition to letters to Congress, there have been numerous newspaper articles detailing the kinds of rip-offs. There have been a whole series of devastating criticisms of programs such as food stamps, welfare — even Social Security, which always tried to do a tidy, decent job.

Now there is another type of letter coming in. They are from employers, who say: "Even with this high unemployment, I can't get anybody to work for me." They never say what kind of wages they're offering, although they make it sound like seven-dollar-an-hour jobs. The letters always end with a reference to "all these loafers on welfare." Are these stories exaggerated?

Well, I believe if you tracked back on the letters, you'd probably find that half of them aren't true. But that doesn't make any difference because the writers of the letters believe it's true and are pressuring Congress to act.

So thoughtful people in Washington are concerned that, unless we're careful, unless we do an effective job of getting employable people to work, wherever it's possible, the pendulum is going to swing in the wrong direction. They feel that if this is not done certain politicians are likely to gain strength in Congress and advocate cuts in social programs which will deeply affect people who are truly needy and dependent.

Concept of work

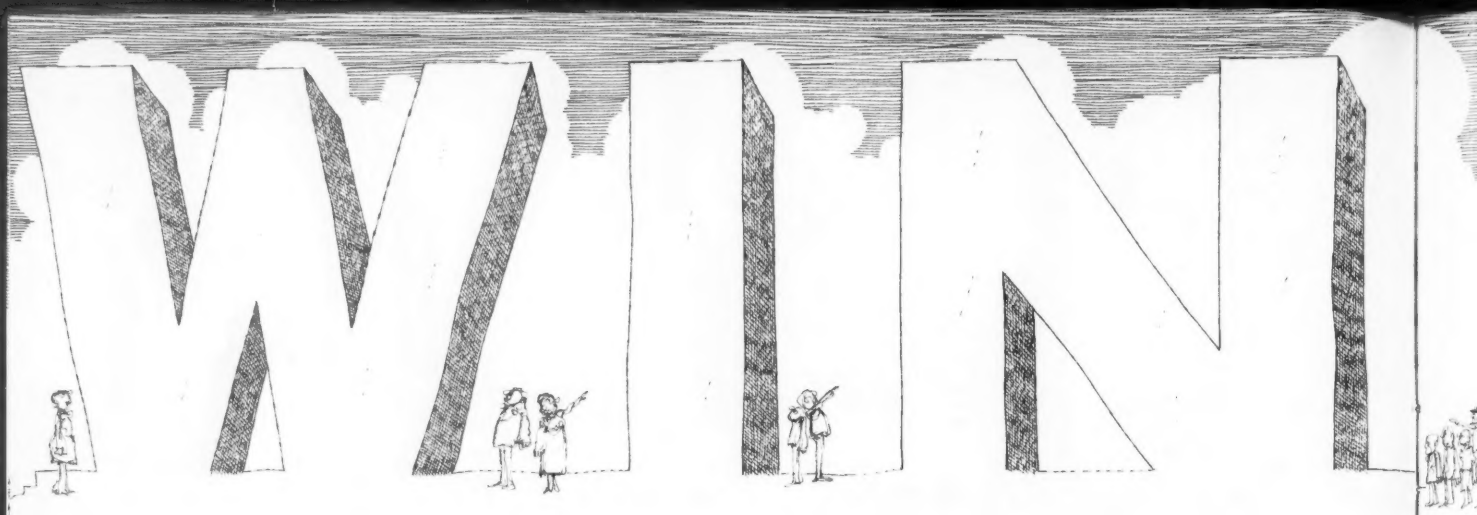
Something else is changing and that is the whole insight into what work means. President Nixon reflected this — and I was very critical of it at the time. He even made a speech about how he and his mother had worked hard all their lives and as a result he discovered that no job is inherently demeaning. He maintained that even traditionally menial tasks such as emptying bedpans could be significant, meaningful jobs.

Well, he didn't really do a very persuasive job on that. But since then, there has been more and more thinking and research on the nature and the role of work in our society. You've probably all read articles on the impact of automation on the labor force and what the relationship is between work and leisure, etc.

But why do people work? Most people will say: "I work to live, to buy the things I need, and then the things I want." Well, it's true that working is the only socially acceptable way of getting goods. But I think there's lots more to work than that.

For one thing, there is no socially acceptable way of providing opportunities for self expression without work. There are anti-social ways. A thief or a prostitute may be using their talents and abilities but it's in an anti-social form. There may be some unusual individuals, a writer for example, who doesn't really care if his material is published or not. But most of us need to feel useful and want to use our skills. If a man is proud of his strength, he finds self-expression in hard physical labor. If a person has a good mind, he or she wants to use it. If someone has a facility for numbers, that person wants a job involving the manipulation of numbers. That's the meaning of a satisfying job.

Every society is supposed to have a way of recognizing the point at which children are given the rights and responsibilities of adults. In some primitive societies male children must pass a rigorous test before they are accepted as full-fledged members of the tribe. For example, there are tribes which require young men to withstand torture, to demonstrate



their stamina or their ability to live in the forest without aid, to pass tests of strength and so on. Once a youngster has passed these tests, he's accepted into society and begins to do a man's work. I don't know what they did for women, but I'm sure there was a rite of passage for them too.

In most industrialized countries the rite of passage is a job. You're nothing but a kid, until you get a job and get out on your own. At that point the kid becomes an adult, able to marry and support a family. A paycheck tells you that you're worth something. It is tangible evidence of the fact that you're useful, you're important, you're needed.

It's exceedingly difficult to sustain a feeling of self-worth. A paycheck is one way. Let's look at what happens when the paycheck stops coming under the most time-honored tradition of retirement. Why do so many persons die within a year or two after they retire — a person's health doesn't deteriorate in a year. One conclusion is they die because they are no longer wanted or needed.

When they were on the job, they were responsible for delivering a product or a service which was wanted. There was the press of deadlines. They had to go to meetings, solve problems, perform. But that ended with retirement when it became clear they really weren't needed either at work or at home.

So, work really provides more than the food, clothing and shelter that people on welfare receive. That's why people on welfare aren't contented. Even though they receive the physical necessities, they're angry, disappointed and frustrated because they don't have an opportunity to work. They don't have an outlet for their abilities, for their interests. They have no evidence that they're important, that they're needed or that they have a role to play in society.

There is an increasing amount of research coming out on the adverse effects of unemployment. There was a conference of social workers last year that was devoted to the impact of unemployment. The conference documented such things as the close relationship between unemployment and the rise in alcoholism, suicide, family breakup, drugs, crime and social alienation.

In every society, children learn, imitate and absorb the values of their parents. Parents are the strongest influence on a child's character. If a youngster's father is among the long-term unemployed, how can he understand the role he will eventually be expected to play as an adult?

The new process

The new WIN legislation reflects these concerns and the concern about the record number of persons receiving public assistance. The whole shift in registration from the "income maintenance unit" to the manpower agency is to apply the work requirement at the earliest point after contact. From the day AFDC applicants register, they will know they're expected to work.

They are given an employment-oriented interview to determine where they worked, what they can do, what they would like to do and what their skills are. In contrast to this we used to have WIN registrants who were never called for an interview. They didn't know there was a work requirement.

Well, that is being remedied with the shift in registration. We are tightening up. Registrants are interviewed and ranked. Those who are the most eligible to be hired are given first priority.

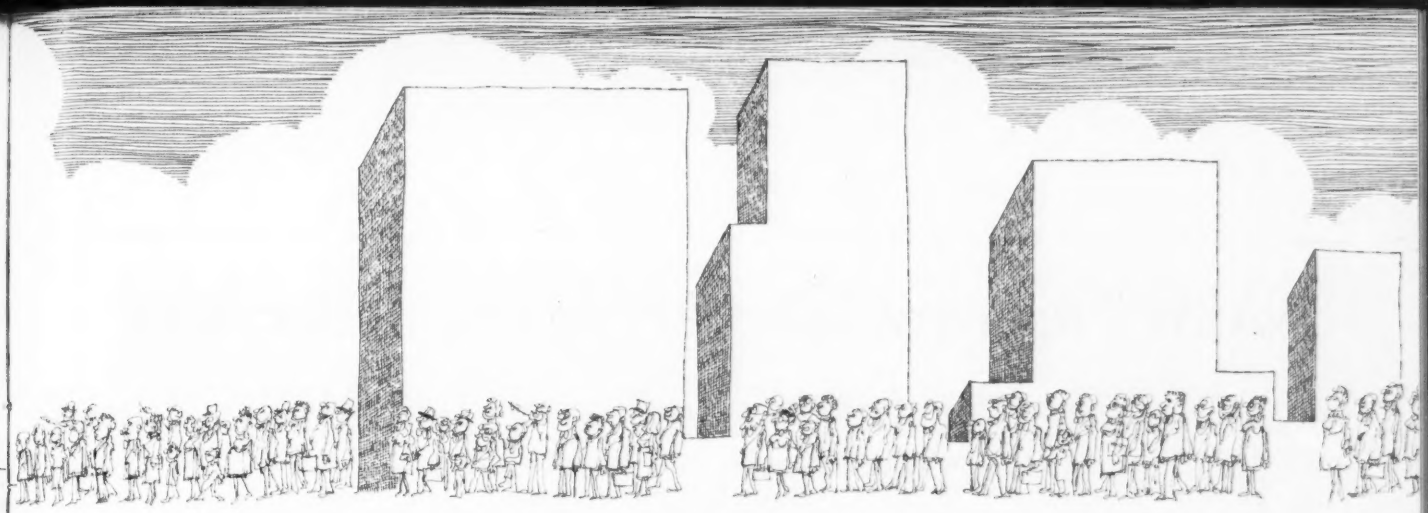
But we impress upon everyone that they are expected to work from the day we encounter them — even before they get their AFDC benefits. And they will get labor market exposure. Even if it doesn't take at first, they know there are jobs out there and how to find them. They're informed that employment is something they've got to look forward to.

We've also cut down the processing time itself. The days in which a month or more went by without being called in are over. One thing we've learned is that you have to keep up the momentum. When people come in, you've got to move them and keep them moving. The long delays we've had in the past — signing a form that work is expected and letting six to eight months pass without calling them — has naturally resulted in a lack of credibility in the work requirement.

In the Intensive Manpower Services component we will work intensively with each person, and by the end of four to six weeks that person ought to be skilled in seeking a job. I think IMS is one of the most sensible things we've done in a long time. I'm just sorry it's optional.

Teaching how to job hunt

Let's just look at how most people seek jobs after being laid off. They typically spend a couple of weeks relaxing around their home before beginning to look for a new job. Then they get whatever leads they can scrounge up from friends, newspapers. It is a helter skelter effort. It is also almost always done alone so it's very easy to get discouraged, give up, make fewer and fewer calls each day, sit at home more and more.



There are people who say there must be a more effective way of job hunting. And one fellow who works for the State of Illinois in Carbondale has found a better way. He began his experiments in job hunting techniques by helping mentally retarded persons find jobs and went on to form job-finding clubs composed of alcoholics, addicts, and so forth. He's had fantastic success. Most of the participants in these groups had jobs in a couple of weeks. There are a few who take longer, but for the vast majority, it's quick and it's very effective.

What he's doing is applying common sense. People need to be reinforced, they need to know other people are in the same boat and they need help organizing and summarizing their experience. The fact that Intensive Manpower Services is probably not going to be more than four or six weeks long, reinforces the momentum which I feel is so closely related to success.

The IMS approach is tailored to the individual. Each person receives one or more specific kinds of assistance, training, services, etc. needed to find a job.

We begin by bringing a group of unemployed people together. Each one talks about her problems, and the efforts she has made to look for a job. We make sure they have summarized their experience in the most effective way. We might help them write good resumes and run off copies. We also make sure their job search is not too narrowly focused and that they are not seeking jobs which they have little chance of getting. If one person has a car, we try to form a car pool. If one person turns down a job, we encourage her to tell the group about it in case it meets the needs and interests of other members.

The future of WIN

Let's take a quick look at the future. Appointed officials usually come to Washington with a notion about the changes they want to make in a program. Typically a memo is sent to the program people asking them to develop the changes. There is some resistance to change because it's new. There is a wide ranging discussion of the idea's merits at first because staff is composed of both "conservatives" and "liberals," and others who can't be labeled. When the program staff has hammered out a version, the lawyers are asked for their opinion.

After much learned discussion, a consensus is usually achieved. It's then up to the Secretaries. If they agree, you've got an official change, if they can't the issue is passed up to the President. So, for example, President Ford had to deal with the job search issue. The President decided he wanted all AFDC applicants and recipients to engage in job search activities. He was advised, however, by his legal counsel that if the Departments of Labor and HEW were hauled into court, their chances of winning on the job search issue would be better if we had the specific authority in the law covering applicants.

We expect to get legislation authorizing job search in the fairly near future. The wheels of government turn slowly, but one of these days we're going to have to deal with job search.

My major point is that a change like job search isn't dreamed up by program staff. It's brought up by elected or appointed officials who, presumably, are in touch with public opinion.

I think the rationale for job search is in tune with the times. When money's short, job search is a more economical way to administer a work requirement for large numbers of people. We can say to the American public that WIN registrants not only have to go out on jobs when we refer them, but they are going out on their own, assisted to be sure, by WIN staff.

None of this is to be, at least from the point of view of the managers of this program, harrassment. We're not making people jump through hoops, and we're not talking about sweeping people off the rolls through failure to comply with some narrow technicality.

I feel this whole question of work requirements is coming to the fore. I think we're going to see a new name for what used to be known as work relief.

I think a new look is being taken at work relief in the light of the developments that I've mentioned. I wouldn't be a bit surprised if one of these days Congress passes legislation requiring public assistance recipients — perhaps even Unemployment Insurance claimants — to participate in some form of community service in exchange for benefits.

Further, I think we're going to see an effort to merge the WIN and food stamps work requirements. It doesn't make sense to have separate staffs out there administering separate work requirements for essentially the same population.

I hope change will not be discouraging. I see it as encouraging — evidence that my bosses in Washington are alert to what is happening in the country. From my point of view they're not going to let the program get too far away from what the American people want and expect from the WIN program. ■

NASW President Talks About Social Services

Maryann Mahaffey's views on adapting the delivery of social services to today's needs

In addition to being president of the 69,000-member National Association of Social Workers, Maryann Mahaffey deals daily with the political realities of government as City Councilwoman of Detroit. She began social work in the YWCA and progressed to administrative positions. She is currently a professor of social work at Wayne State University and holds a master's degree in social work. The views expressed in this interview do not necessarily reflect those of SRS or HEW.

THE RECORD: How should the responsibility for social services be divided between the Federal Government and the States? Or should one have the total responsibility?

MS. MAHAFFEY: I am very much in favor of nationalizing the cost of social services, so they are paid for out of the national budget. As you know, the Federal Government has great and more progressive taxing power, while States and local governments are more dependent on regressive property and sales taxes.

I also think there should be national standards for services, such as day care. Most States limit their standards to quantitative items, for example, there must be a certain number of windows in a room and a prescribed number of beds.

The States don't deal with quality very uniformly or very effectively. In my home State of Michigan I can think of day care centers where there is no real training requirements for staffs. The philosophy seems to be that anyone with a loving heart can handle the job — and I think we have all seen the damage that often results from loving hearts without professional skills and training.

Along with the national standards, there needs to be a procedure for the meaningful input of clients, workers and the public at the local level in reviewing standards and developing policies.

THE RECORD: Do you mean it might be valuable to have a trial period for standards to see how they shake down in actual use?

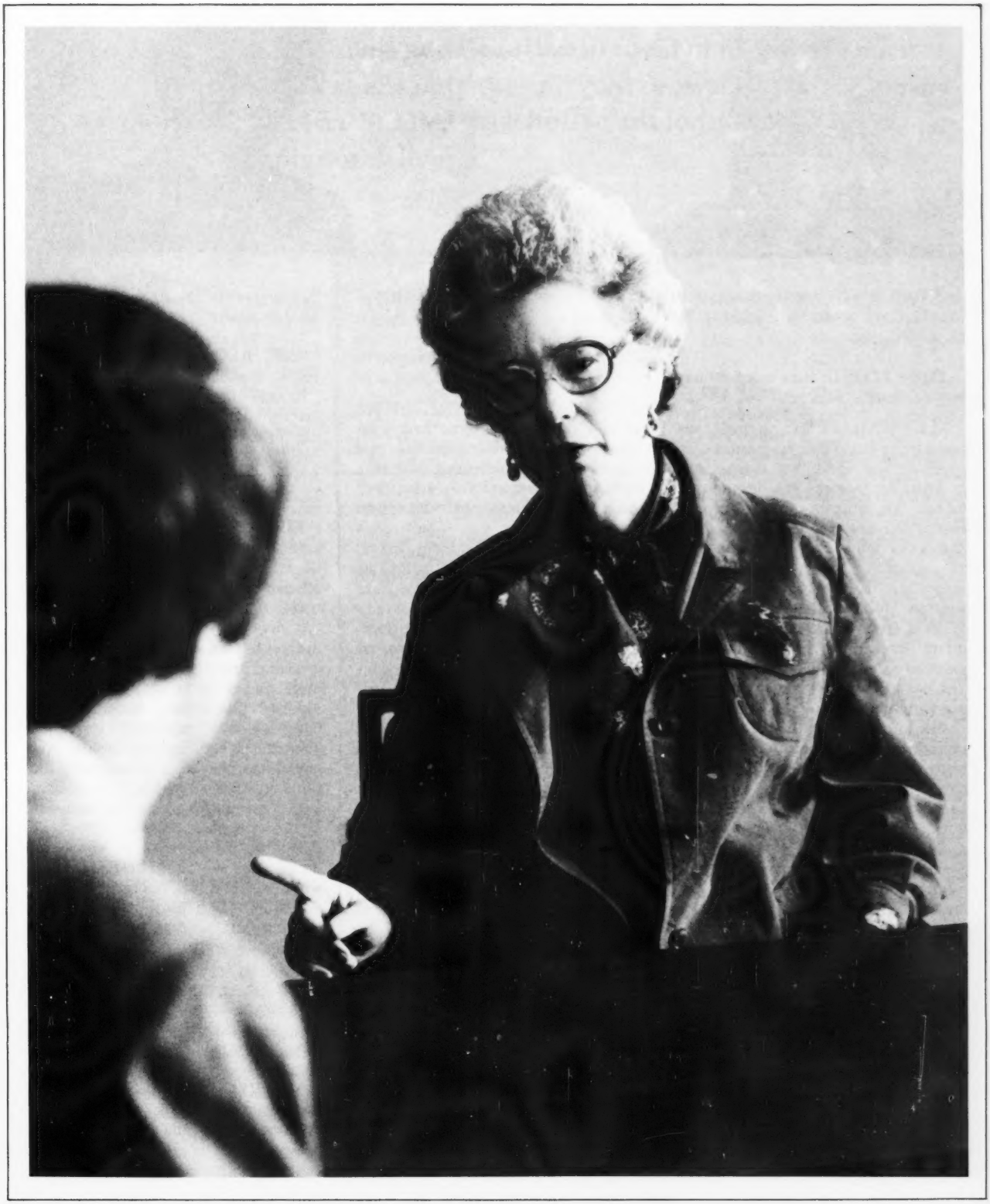
MS. MAHAFFEY: There needs to be constant analysis and evaluation. We may have good sound standards but need to test out the implementation and analyse how they are working in order to see if refinements are needed. Standards should be accompanied by objectives that are measurable. We are long past the day when we can afford to institute programs without having specific objectives on a time line that permit measurement. I think both quality and quantity can be measured.

I think local units have to help in developing objectives for local programs that meet uniquely local conditions. But I think there has to be a way of feeding back information to the Federal agency which has the responsibility for implementing programs.

As for the responsibility for inspections, we find that oftentimes local government will do a better job of inspecting nursing homes than the State government. We need the national standard but then we may need to let the local government do the inspection.

THE RECORD: Do you think Title XX has helped in this regard?

MS. MAHAFFEY: Well, we are pleased with the concept of Title XX, though there are many problems with it. Our number one problem is that there has not been enough money for it. Also, under categorical grants we had much better targeting on needs than with Title XX. The programs



"I am very much in favor of nationalizing the cost of social services, so they are paid for out of the national budget."

that are federally mandated are good but there are others that ought to be mandated, also.

THE RECORD: How much money do you think is needed?

MS. MAHAFFEY: Some estimates were that by now we should be spending about $5 billion a year. But, in order to examine the question of money, you must look at not only the cost to deliver the service, but the cost if it is not delivered. Let me give you an example. When a woman is pregnant, if she does not have sufficient food and sufficient quality of food, you run the risk of higher infant mortality, higher maternal mortality, as well as brain damage and retardation of the child and premature birth.

We know that it costs $5,000 a pound to get a premature child up to birth weight. Compare this remedial cost with the cost of providing the baby's mother with adequate food during pregnancy. No comparison, right?

Further, if the baby is retarded, it is estimated that society will have to pay an average of $900,000 to sustain him during his lifetime.

We have to look as well at the cost of not acting. Another example of spending money on the front end to save it later is the cost of institutional care for senior citizens compared with the cost of providing services for them in their homes. If senior citizens could have a home chore aide a few days a week for such things as cleaning, meals, grocery shopping, etc., many could probably remain in their homes for a longer period of time at a much lower cost, psychologically and physically.

THE RECORD: Is the solution to let the Federal Government pay for it?

MS. MAHAFFEY: Yes, we ought to have the Federal Government assume the cost. At the same time, we should start documenting the cost when we do not perform a service, so society is confronted with the resulting bills.

Let's face it. Some States are in real trouble. Michigan is in a terrible financial bind right now. We have already tried cutting back on Medicaid services. We cut out dentures, hearing aids, eye glasses, eye glass repair and non-prescription drugs because they are not required by Federal regulations.

So, if you have arthritis, Medicaid will not pay for your aspirin because it is not a prescription. Instead, you have to go to the doctor for Darvon or some other prescription at a much higher cost. The people refused to accept those cuts and some benefits were restored.

Here's another example: Medicaid will now only pay to have eye glasses replaced and repaired every two years. But if a kid who is functionally blind without his glasses gets his new lens broken in school, under Medicaid they cannot be replaced for two years. Well, this is the kind of cost-cutting device that some States are implementing because they are caught in a financial bind.

There is a basic problem in a system of priorities that will build a B-1 bomber and then not provide for the replacement of eye glass lens for a youngster who is functionally blind. That is asinine.

THE RECORD: In the last few years, the social worker has been relieved of such routine tasks as determining eligibility of those applying for assistance so he can apply his expertise to more complex problems. Are we now using social workers' skills more efficiently?

MS. MAHAFFEY: At the time of separation we had only one degree, the master's. Now we have a bachelor of social work and associate of arts in social work degrees developing. We are now very clear that there are different tasks that require different levels of training. Currently income maintenance clerks are doing eligibility determinations but are ill-equipped and untrained to make assessments of service needs and necessary referrals — linkages — for the recipients. The BSW is the logical level of training to do the essential intake and referral tasks.

I think we all have to know the limitations of our knowledge and what we can do, as well as our potential, given further training. I have, myself, worked in a variety of settings, including settlement houses. One of my tasks was mopping up an awful lot of situations when people with loving hearts but no real knowledge or skill went beyond their limits in trying to help.

THE RECORD: Physicians used to administer hospitals, entrepreneurs ran our airlines and nine out of ten persons on the SRS organization chart were social workers. Today,

"To examine the question of money, you must look at not only the cost to deliver the service but the cost if it is not delivered."

professional managers are running all these operations. Are social services running more smoothly now?

MS. MAHAFFEY: Well, I never did agree with cutting back and removing social workers at HEW. I think a result was that the department had to do considerable reinvention of the wheel.

The reason for their removal was that people thought removing social workers would cut costs. However, I think it has only caused a shift of costs, with resultant greater expense because the new people in the department didn't really know the programs and how to measure them.

For instance, I have seen some proposals for research projects that really were kind of stupid because those making the proposal didn't know enough about the subject they wanted to research. And I have also seen an awful lot of research that is duplication because people do not know what is already known in the field.

THE RECORD: Is it easier to teach social workers managerial skills than it is to acquaint managers with social work?

MS. MAHAFFEY: Yes. I will tell you very frankly, as a city council member dealing every day with city departments ranging from transportation to sanitation, I am appalled sometimes at the inability and lack of knowledge of people in the so-called hard sector, the business sector, in applying management by objectives — you know, spelling out their objectives and their time line in measuring it. Also managers may have tunnel vision while social workers are taught to make linkages. It is much easier to teach a social worker management skills. Some already have those skills.

THE RECORD: What has been the impact of the Academy of Certified Social Workers in public agencies? Some in management say they really don't care whether people have this certification or not. How do you feel about that?

MS. MAHAFFEY: I think when people make that statement, they are shortchanging the recipients of services. They are saying, in effect, that you do not need to have an M.D. in order to perform an appendectomy. In my estimation, social workers are engaged in intervening in some of the most sensitive spots in human beings' lives. They tackle such complex matters as people's relationship with their families, their neighbors, and their own feelings about themselves

The ACSW is a test of competence. The test for certification may be taken only after receiving a master's degree and working two years in the field under the supervision of a person who is an ACSW. If you pass the test and you have references that attest to your performance, then you can be a member of the academy.

The degree, in effect, certifies that a person only has book knowledge. The ACSW certifies competency as a practitioner. I would compare the ACSW to the CPA certificate. Incidentally about 15 to 20 percent who take the test do not pass it. We constantly update it. We are now developing a test for the BSW and the MSW levels.

THE RECORD: Is it better to deliver money to people and let them handle it themselves or deliver services?

MS. MAHAFFEY: The profession of social workers believes that people should have money sufficient to assure a level of decency and health. Otherwise, we pay the bill later, out of the Medicaid pocket, for example.

Just because a person is laid off does not mean he has magically lost the ability to handle money. On the other hand, there are people who do need help with handling their finances. But because a few have trouble handling money, does not mean everybody cannot handle it.

But money is not enough. They should also have services available. The study done by a social worker and a psychiatrist in Michigan recently on the effects of unemployment demonstrated that in the first stage of unemployment, the person worries about money, the mortgage payment, the car payment and finding a job. The second, or soft stage, is the stage of depression, health and mental health problems, and child and wife abuse.

The best answer is full employment. We need a job program for those who want to work. We will always have some people who will not be able to work for some period of their lives. There are also some women who feel their children need them at home; we will need income maintenance programs for them.

But I do not think you can say give them money or services. We have found that to be true as far as the Supplemental Security Income pro-

"It is easier to teach social workers managerial skills than to teach managers about social work."

gram is concerned; people get their checks through the Social Security system but many are still in need of services and don't know where to go and how to get them. And the cost of not giving the services to them is very, very high. When we force the client who may be elderly and handicapped to find and link up on their own with needed services. Many just give up in desperation.

THE RECORD: What is the difference in the attitudes of the public sector and the private sector toward social workers?

MS. MAHAFFEY: There are fewer social workers in the public sector than the private sector because some people decided it was cheaper to do without professionally trained social workers. Yet that is where poor people go. About 46 percent of our members work in the public sector.

The private sector, including the private practitioner, is where you pay or where the service is subsidized by private dollars such as from United Way — or in some instances from the person's own pocket. You may have greater assurance of a higher level of training and competency. I happen to think it is wrong to have two systems of health care, recreation and social services — one for the poor and one for those who can afford to pay.

THE RECORD: What kind of job — and we are going to print this — do you think SRS has been doing? What sort of impact has it had?

MS. MAHAFFEY: I think that there are people who work within SRS who are genuinely concerned and are fighting for quality. But I see a policy in the Federal Government that is anti-people; it is a policy of benign neglect — no, aggressive neglect — of those who are vulnerable and powerless.

The policy started out under the rubric of "benign." But, really, it has become aggressive. No matter how well-intentioned the workers are, no matter how clear they are on what needs to be done, the policy is directed toward eliminating as many recipients as possible. The recipients that remain will get whatever is cheapest to provide, not the quality and quantity of services they need.

THE RECORD: Many people say SRS wants to provide more services — more effective services — but Congress will not loosen the purse strings.

MS. MAHAFFEY: The answer to that is in the regulations. When I read regulations for a variety of programs, ranging from social service regulations to food regulations, it is very clear to me that Congress has certain intentions and the managers proceed to gut them — g-u-t, gut. Congress has really saved many programs.

For example, I mentioned the program for feeding pregnant women earlier. Agriculture wrote in regulations for tests that were absolutely unreal and unnecessary. They not only would not have accomplished anything but would have scared some people off. We had to go Congress to get that regulation changed.

THE RECORD: Have social workers learned anything new in the last five or 10 years?

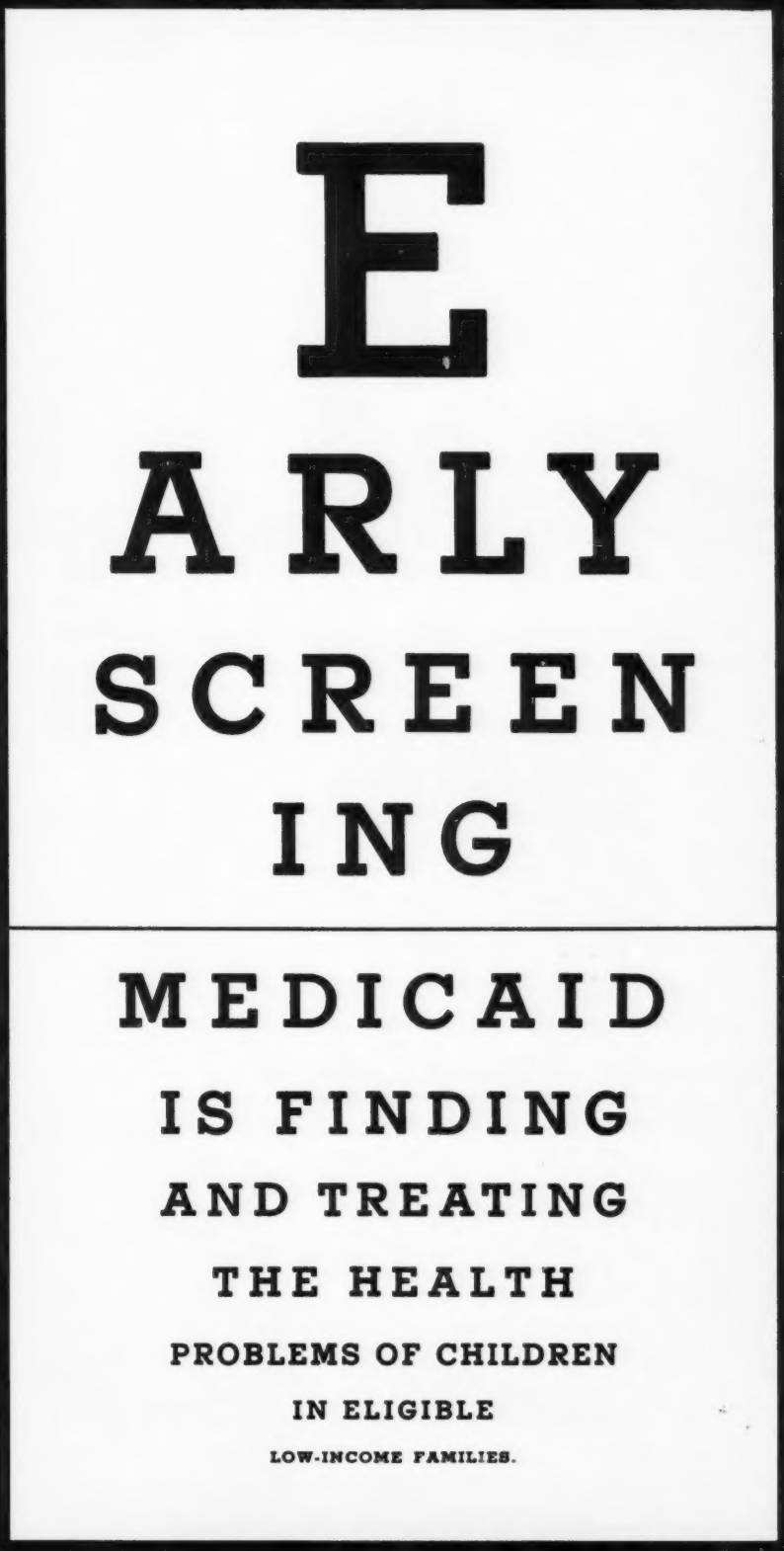
MS. MAHAFFEY: Of course. We have certainly become better in developing objectives whereby we can measure the quality of performance. We have learned a lot in terms of marital counseling, child counseling, etc. Our organization is one of the recipients of a grant to train people in dealing with child abuse. That's because we have developed the expertise through the years. We also did a training project for long-term care workers.

One whole new area is that of using social workers in rape counseling and in police work.

In some areas social workers are involved in training police officers in handling social conflict problems. Pat Murphy of the Police Foundation has said that something like 90 percent of a police officer's time is spent relating to the family, the lost kid, the battered wife, etc. And that is precisely the area in which they don't get training. Only 10 percent of an officer's time is given over to the stakeouts, tire screeching chases and making busts.

In addition more social workers are in program development and planning, transportation, health care delivery, justice systems, and serve as politicians. You will find social workers wherever the individual interfaces with society's systems. And we can and do often make a difference.

These are examples of new areas and new knowledge of social work where we are not only learning, but we are sharing that learning. We are teaching and we are constantly refining our knowledge.■



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BARNDAGHEM

Child Day Care Swedish Style

by Patricia Fells, Assistant Editor

The latest project of Sweden's cradle-to-casket social program is day care centers. And like most publicly-funded enterprises in Sweden, it is conspicuously successful.

Some 14 percent of all preschool children were enrolled in some form of its national day care program in 1975, the last year for which statistics are available. But not all who want their children in day care centers can find space. At most centers there are long waiting lists and families where both parents work have priority.

Why is the day care program successful? One reason appears to be the centralized structure of the program and the fact that it is heavily subsidized by the government through taxation (see box). Another seems to be that the program's primary aim is not childminding but helping the child develop socially and emotionally.

Unlike the majority of publicly-funded day care centers in the U.S., Sweden's centers are run by local authorities under standards set by the central government (the Ministry of Health and Social Affairs). In the U.S., Federal standards apply only to centers serving children whose fees are paid with Federal funds.

Growth of the program

Sweden's preschool system began in the mid-1930s when the prevailing thinking was to provide short-term day care — three to four hours a day — to toddlers.

At this time day care was not intended to be the first stages of the education process, and the government found it difficult to finance full-day care due to the small percentage of women in the labor force.

After the Great Depression women entered the labor force in greater numbers and child day care took on new emphasis. To stimulate local authorities to expand their preschool facilities, the government provided grants for half- and full-day preschool.

During the post-war period of the 1950s, a theoretical debate over reasons for providing day care flared up. As the demand for women to work declined, day care centers for babysitting purposes drew severe criticism. As a result, few centers of the babysitting variety were built during this period. On the other hand the number of children that day care centers could accommodate doubled to 38,000.

Toward the end of the decade criticism of the centers abated as people discovered the benefits for the children.

In 1962 the escalating need for day care services gave rise to the creation of the Family Commission, which was charged with the far-reaching responsibility of analyzing the various problems for families with children and the community services available to help them.

To help deal more effectively with the complex question, the commission in 1963 asked representatives from management, labor, government agencies and local authorities to make recommendations about what day care centers should be, if they should be expanded and how they should be financed. The main recommendation of the group was that the central government finance a large share of the preschool system.

The preschool Activities act of 1973 established the current preschool system which includes all day care centers and related services, such as

The Tax Bite

Day care is a national goal in Sweden and is almost all financed by tax dollars from the central and local governments.

The average worker makes about $10,000 a year and pays 40 percent in taxes, but indirect taxes and sales taxes, bring his total tax bill to about 60 percent of his income.

Parents pay from 22 cents to $7.50 a day for child care. In addition, they receive about $400 per year for each child in their family.

In spite of this heavy tax bite, Swedes have a higher standard of living than Americans. And many feel such services as child day care help set that standard.

care for handicapped children and those temporarily ill.

Costs and financing

Preschool enrollment in Sweden is voluntary. The cost to the parent varies according to the family's income, number of children and the number of days per week the child spends at a center. Fees range between 22 cents and $7.50 a day. Every child receives one year of preschool without charge. Physically and mentally handicapped children attend without charge.

It costs between $2,640* and $4,400 per child to build a day care center, with the central government contributing $2,400 of this cost (one part grant; one part loan). Operating costs of a center average $2,800 annually per child. Of this, the government pays about 35 percent, local authorities pay 50 percent and the parents the rest.

* Figures are based on a 1971 survey and are the latest available.

Staffing

The government sets high standards for its day care program, such as extensive training of center staff and a high staff-child ratio. But to meet the prescribed staff-to-child ratio, centers often fall short on the degree of training they accept.

The Swedish Government considers the following staff-child ratios ideal:

- One staff person for every four infants.
- Two qualified preschool teachers for each all-day center and an overall ratio of one staff person for every four children under 2-1/2 years old (excluding food service help) and one staff member for every five children in the 2-1/2 to seven-year-old group.
- One qualified teacher per 40 children in the part-day program for five- and six-year-olds and one staff member per 30 four- and five-year-olds.

By 1980 plans call for an additional 100,000 spaces for children and 50,000 new spaces for part-time centers. Family day nurseries will more than double to 66,400 by 1979. More extensive grants from the central government will be provided for this expansion.

Geographical distribution

Although Sweden's ultimate goal is to provide day care for every preschooler, at present centers are concentrated in urban areas. In 1974 centers could accommodate only slightly more than 25 percent of the children of employed mothers. To offset this, the government now requires all proposed residential areas with more than 200 dwellings to incorporate day care centers in their master plan. The practice is for centers to be set up near the home rather than near the job.■

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THE SOCIAL AND REHABILITATION **Record**

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Poster comes in two sizes. Wall poster is 20" x 23". Standup poster is 11" x 14". Blank space at the bottom of the poster is for the address and telephone number for local information.

HOW TO

Do a Better Job of Managing the AFDC Program

The Assistance Payments Administration of HEW's Social and Rehabilitation Service is acting as a clearing house for reporting on ways in which States have moved to improve management of their Aid to Families with Dependent Children (AFDC) programs. A number of these "How They Do It" reports now have been published and are available without charge.

"How They Do It" publications include:

Managing the Intake Process in Income Maintenance—*Minnesota, Washington.*

Photo I.D.s—*New York.*

Supervisory Review of Case Actions—*New Mexico.*

Work Measurements and Workload Standards as Management Tools for Public Welfare—*Michigan.*

Child Support Payments Control—*Massachusetts and Washington Bank*

Distribution (of Assistance checks)—*Pennsylvania and Nassau County.*

State Monitoring of Local Office Performance—*Maine, Washington.*

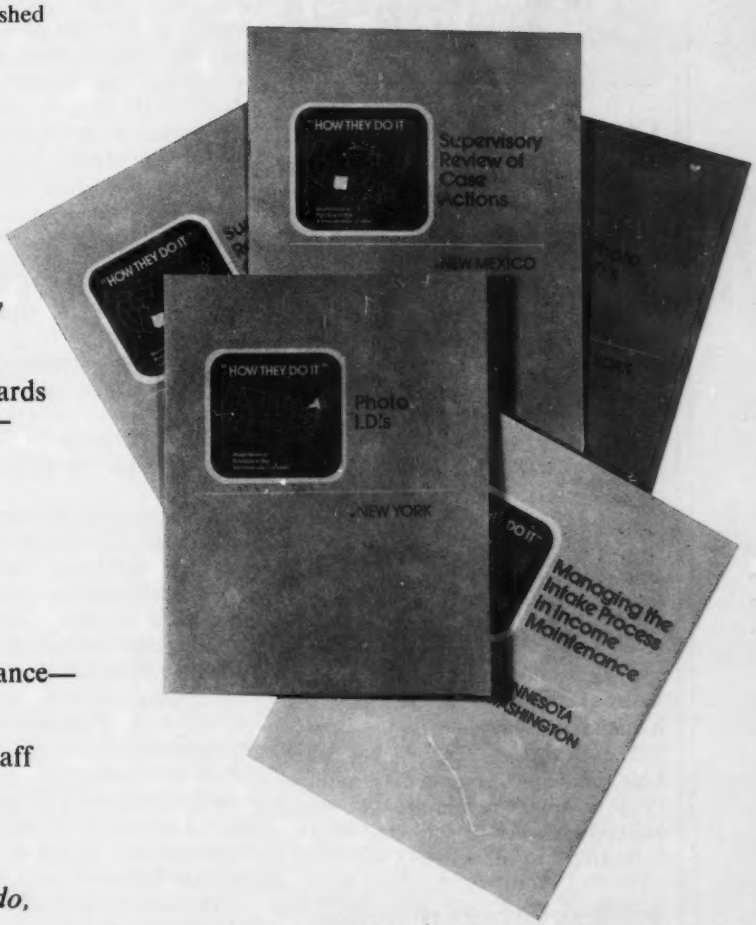
Managing a State Income Maintenance Staff Training Program—*Florida, Texas.*

Fraud Control—*California, New York.*

Wage Record Clearance Systems—*Colorado, Oklahoma.*

Recipient Response Forms Utilized in AFDC—*Selected States.*

Improving AFDC Operations Through Management Controls and Use of Error Profiles—*West Virginia.*



For copies, write:

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State Systems Management Division
Social and Rehabilitation Service, DHEW
Room 1232-B
330 C Street, SW
Washington, D.C. 20201

Complaints by recipients receive formal hearing

Massachusetts welfare workers who abuse recipients can be fired or suspended under a new State regulation.

The regulation requires a hearing by the Welfare Department in all cases where a complaint is made against a welfare worker or department employee. In addition, a ruling on the complaint must be made. In the past no action was taken against these workers.

The regulation grew out of a series of meetings over the last two years between the department and the Greater Boston Legal Services which represented various welfare organizations. The organizations felt that hearings should not be limited to legal issues but should be extended to human issues as well.

The State has 14 referees who hear about 1,400 complaints monthly. Only a small percentage of complaints, however, is expected to involve improper conduct.

Jobless fathers program reexamined by Vermont

Citing an increase of from 62 to 1,536 cases in the AFDC jobless fathers program, Vermont's social welfare commissioner has recommended dropping the $7-million-a-year program.

He pointed out that more than a third of the recipients have been receiving aid for more than a year, and that the caseload will grow if something isn't done. "There is a built-in disincentive to taking full-time employment," he said.

In addition to dropping the jobless fathers program, the commissioner has urged the legislature to require persons applying for general assistance more than once to perform "useful work in the community." He has also asked that a legislative committee "take a hard look" at the State's WIN program and consider developing one that is more integrated and administered by a single department.

24-hour help for children in crisis situations

A program offering children 24-hour-a-day protection from abuse or neglect while preserving the family structure has received a $70,518 grant from HEW's Office of Human Development.

The money will be used to further Tennessee's Comprehensive Emergency Service System in five counties.

A system includes as many as possible of the following components:

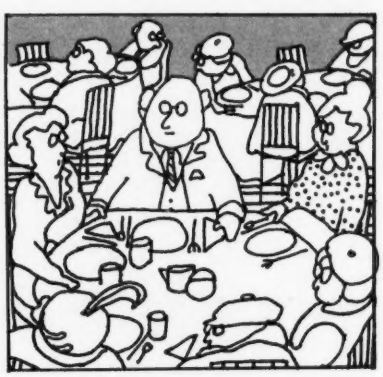
- Caretaker service — A trained person is placed in the home for a short period of time to care for the children when the parents are absent or incapacitated.
- Homemaker service — A trained person moves in with the family if necessary until other permanent arrangements can be made.
- Foster homes — A home environment for children who cannot stay in their own homes.
- Family shelter — A place where the entire family can stay together while they receive the help they need to solve their problems.
- Shelter for adolescents — A safe place to stay for older children who cannot get along in a family setting.
- Outreach and followup — Help beyond the emergency assistance to help families in setting up realistic goals and avoiding further crises.

Pennsylvania perfects check distributing system

More than $50,000 a month has been wrung out of the cost of delivering welfare checks in Pennsylvania.

The savings resulted from using district welfare offices in Philadelphia as pickup points for welfare checks rather than mailing them to recipients. This is a refinement of a system instituted in 1971 when the State began distributing checks at banks for annual savings of $8 million. Welfare offices are used to distribute checks when a bank is not in the area.

Pennsylvania officials report that before this program was instituted, one out of every 37 checks sent through the mail to a Philadelphia address was reported lost or stolen. But when the checks are directly handed to clients through the banks or district offices, only one check out of 19,864 goes astray.



Group dining for the aged gets high scores

Pennsylvania's group dining program for the elderly is doing what it was intended to do — provide nutritious hot meals in a social setting and

information on health care services and other benefits.

An independent evaluation shows that the program is not only reaching the people it was designed for but that the recipients like what they get. About 95 percent of those surveyed rated the meals good and some 90 percent said the size of the portions is correct.

Funded under the Older Americans Act, the program was started in 1973 after surveys showed that 30 to 40 percent of the nation's elderly have inadequate diets and suffer from malnutrition. The program provides one hot meal a day, five days a week, to persons 60 years or older. The State offers meals at 432 sites.

Efforts to provide other services at the nutrition sites have also paid off. In 1974 only eight percent of the participants said the program provided assistance with medical and dental needs. A 1975 study shows 48 percent received such help.

Welfare Secretary Frank S. Beale said the evaluation will guide the department in making additional program changes, specifically increasing support services at the meal sites and providing transportation and escort services for those not now participating.

Foster grandparents to retarded youth honored

Foster grandparents who give individualized care and attention to the more than 600 children in State centers for the mentally retarded were honored at Pennsylvania's 10th anniversary celebration of the program.

Seventeen grandparents who have been with the program since its inception were awarded plaques for their years of service.

Governor Milton J. Shapp said, "I applaud the devotion and the contributions of the Foster Grandparents program staff who have worked together to open new horizons over the past 10 years for thousands of our less fortunate children."

Center coordinators say that the program never seems to have dropouts due to lack of interest. Only extreme illness or relocation create vacancies.

The Foster Grandparents is federally funded under ACTION.

Superagency advocated by State legislative committee

A superagency incorporating all of Connecticut's social service programs has been proposed by a State legislative committee. The committee said the present system is too fragmented to be effective.

The new department would be headed by one commissioner appointed by the Govenor.

As a top priority the committee urged creation of a case management system that would diagnose recipient's needs, refer them to appropriate services and follow up the services to assure they have some impact. The committee feels this approach would halt the "bouncing around" of persons needing help.

Jobs for AFDC recipients

Some 500 adults receiving Aid to Families with Dependent Children in Connecticut will be employed in more than 80 day care centers under a $2.9 million Federal grant. And another 3,400 of the State's 40,000 recipients are ready to work when jobs become available, said Social Services Commissioner Edward W. Maher.

Those hired by day care centers will work as aides to teachers and social workers. They will be paid $4,500 a year, with their welfare checks adjusted accordingly. In some cases, recipients will be taken off welfare entirely.

The increased staffing will provide services for an additional 800 children and will improve the staff to children ratio.

The grant will also finance fees paid to persons licensed by the State who operate day care services in their homes. Some 160 such homes are used by participating centers.

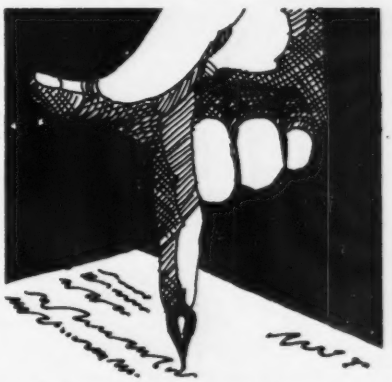
People

James R. Burress, SRS Region VIII Commissioner (Denver) has retired from Federal service.

Guy Burns has been appointed commissioner of the Alabama Department of Pensions and Security. A retired Navy officer, Mr. Burns has recently been active in real estate in Birmingham.

Robert Davis has resigned as SRS Region VII Commissioner (Kansas City) to accept a two-year assignment with the United Nations.

Letters to the Editor



AFDC statistics helpful

To the Editor:

I found your article "The Typical Family Compared with the AFDC Family," very interesting. I would appreciate your sending me 50 copies.

Alfred J. Kahn
Professor
The Columbia University
School of Social Work

The Record invites notices of top-level appointments and news of State and local activities of interest to other professionals. Contact Patricia Fells, assistant editor.

How they Patched Up the Lives that Hurricane Agnes Ripped Apart

Using innovative techniques which can be adapted to the delivery of social services

by William H. Raiford

Just before Agnes lost full hurricane force, she veered sharply inland and struck two Pennsylvania counties with double-barrel destruction. What she missed with her gale-force winds she flooded.

After the winds died down and the waters had crested, 250,000 persons were homeless and the damage in dollars was set at $1.5 billion. Due to the massive problem of helping the homeless and jobless reconstruct their lives, the State Public Welfare Department decided to consolidate all social services under one operational authority. This allowed victims to come to one location for help, rather than having to visit several offices and tell their story several times.

Under this method, specialists became generalists. Agency identifications and categorical distinctions were disregarded. Any staff member could determine eligibility for assistance and refer to the proper services. Indeed, during the period immediately following the flood, eligibility was determined on the "wet foot" basis. That is, if those applying for assistance had wet shoes, they were considered flood victims.

Crash program mounted to assess needs of 250,000 flood victims.

Studies of this approach show it has worked significantly better than the traditional method of providing services and preliminary reports indicate the cost of this method is no more than that of the traditional method.

The success of this approach was recognized this year when a paper on its progress was presented at both the National Conference on Social Welfare and the National Conference of American Public Welfare Associations.

The project, which is operated by the United Services Agency, was begun in October 1972. As of December, 1976 nearly 148,000 persons scattered over 1,282 square miles of Luzerne and Wyoming Counties had received help from USA. The cost: about $78,800,000 annually.

It was possible to mobilize the integrated effort so quickly after the June disaster because the State Department of Public Welfare already had this type of delivery system under consideration.

In 1974 the Social and Rehabilitation Service funded USA as a three-year demonstration project. (It had operated since 1972 under other SRS funds.) At that time the Secretary of Pennsylvania's Welfare Department said that USA signaled a departure from the "chaotic patchwork of program pieces . . . to effect a rational delivery of services to the people who need them."

Now in its final year as a demonstration, the USA is making arrangements to transfer operations to county governments.

When given the choice of returning to the previous system or continuing the consolidated system, the two counties decided to pay their matching funds for USA-operated services.

"I think their main reason for continuing with USA was that the

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William H. Raiford is a freelance writer specializing in social services. He heads the public relations firm of Abbot, Connley and Finch which is based in Memphis.

U.S. Coast Guard helps State and local agencies with rescue missions, distribution of food and clothing, and setting up emergency shelter and medical aid stations.

program wasn't costing them any more, and they were getting more services," says Eunice Evans, deputy director of USA. "Under the management information system we have, if they have a problem, they can talk with us about it. We can come up with budgets and recommendations for them, so we have a lot of county commissioners who are interested in this."

The human problem

"Getting the necessary waivers for the project and integrating the funds from various sources were relatively simple compared with integrating the county and State staffs," said Ms. Evans.

"Everybody is threatened when they are faced with something new. In addition to that, salaries varied greatly. If you were working in aging, for example, salaries might be low; in Aid to Families with Dependent Children they might be high. We tried to equalize them and that effort is continuing.

"At the inception of the agency, employees remained on the payrolls of their original agencies with the State reimbursing them for salaries and other administrative costs. Later this evolved into a single personnel administration.

Another frustration was that from the beginning the motives of USA were challenged and relationships strained among the private social services agencies and the community in general. The Department of Public Welfare and USA were accused of preparing a "master plan" to take over total delivery of services from private agencies. In addition, some civic leaders viewed the entrance of the USA as a take over of local responsibilities.

To allay these fears, it was decided to involve agency executives, community leaders and staff in the decisionmaking process. This group was asked to define goals, objectives and operating procedures.

Increasing communication, stopping rumors cold and visible efforts at the managerial level helped assauge fears and foster a spirit of cooperation. To aid in communication at the executive level, a network of advisory councils and boards was established.

Initially, training was all on the job. There were no canned training programs because the program was being written as the project developed. Those with expertise in child welfare, for example, would put on a program on that subject. There was a great deal of peer learning.

Services and the mechanism

Programs for the two counties include: mental health/mental retardation, day care, child welfare, juvenile detention and probation, adult welfare services, income maintenance and social services. Title XX of the Social Security Act was incorporated into USA in 1975 and now accounts for the majority of services delivered through the agency.

Human services planners interview applicants at five USA centers using a standard form developed by social service agencies and volunteer organizations. Each file contains such information as the recipient's needs, the staff member assigned to fill those needs, the length of time required to deliver the services and an evaluation of effectiveness of the services. The file of each recipient is fed into a central computerized system, allowing each recipient to be tracked.

The computerized system is also capable of producing a variety of information that USA managers can use in planning. The State found this to be so effective that the system's basic design has been used to develop a comprehensive statewide reporting system.

Although the prime thrust of the reorganization has been to consolidate services, income maintenance functions and social services have been separated within each center so that the worker who controls a recipient's income does not influence the social service relationship.

Some specialized services such as mental health/mental retardation are provided by outside contractors. A team from the Mental Health Center and the Children's Service Center provides professional consultation to USA center staff as well as services.

In conjunction with mental health services, USA has established a 24-hour crisis intervention telephone service for the two counties. Volunteer agencies also use the telephone service.

With the cooperation of a number of public and private agencies in the two counties, USA has developed a highly successful transportation service with a fleet of 40 vehicles. The fleet logs about 11,000 trips per month for an average cost of $1.80 a trip. This is about half the cost of commercial transportation. Drivers are trained to help handicapped persons and those with emotional problems.

This year, a contract with the State Office of Medical Assistance is paying the cost of Medicaid patients who require transportation.

An example of interagency cooperation is USA's Housing Division. It has placed 600 low-income persons in permanent housing and expects to winterize 100 homes this year in addition to operating 12 mobile-home emergency shelters.

This program is sponsored in part by the Luzerne County Commission on Economic Opportunity, a community action agency which pays the salaries of supervisors as well as for office space and office costs.

The housing placement staff includes 10 VISTA Volunteers (employed through a contract with ACTION), six Wilkes College students, who are participating in the University Year for Action, and three senior aides.

The Home Ownership unit is staffed by persons employed by CEO, chore service workers, funded by the Office on Aging and two persons paid under the Concentrated Employment Training Act. The unit's coordinator is provided by the Commission on Economic Opportunity.

Considerable effort was expended during this past project year to extend and improve services provided through the local Office for the Aging. One of the unusual services offered by this office is a claims service for older persons eligible for Black Lung benefits (a major problem in this coal mining area), Social Security disability or other pension programs. Since these applications are difficult to complete and often lead to further

requests for information and hearings, staff members especially trained in this area to counsel applicants and often represent them before hearing examiners.

Before this service was initiated there were persons who charged exorbitant fees for the same service. Income from these benefits often assists applicants in becoming independent of Supplemental Security Income or other public assistance programs.

A Section 1115 Medicaid Waiver which includes a provision for increased physician's reimbursement and health screening of Medicaid recipients is entering its third year of operation and the possibility of duplicating phases of this program in other parts of the State is being studied.

A study recommending a coordinated system of youth services, including a permanent youth services council has been approved and funds from State and Federal sources are available.

Variety in staff

The staff is composed of 550 State and county employees, as well as volunteers from private agencies.

Fifty CETA employees under the Emergency Employment Act have been assigned to a variety of functions in USA. "Without their help," says Ms. Evans, "it is doubtful that services required during the period of high unemployment (13.5 percent at its highest) could have been delivered. These employees are assigned a variety of functions including maintenance, transportation, clerks, human service aides, administrative assistants and fiscal employees."

Sixty paid aides over age 55, paid by the U.S. Department of Labor, serve USA and other community agenices in a variety of assignments. Seventy-four foster grandparents provide services to White Haven State Hospital, a Department of Public Welfare facility for the mentally retarded and 300 older persons serve at 21 volunteer stations throughout the community in a program funded by ACTION.

Financial control

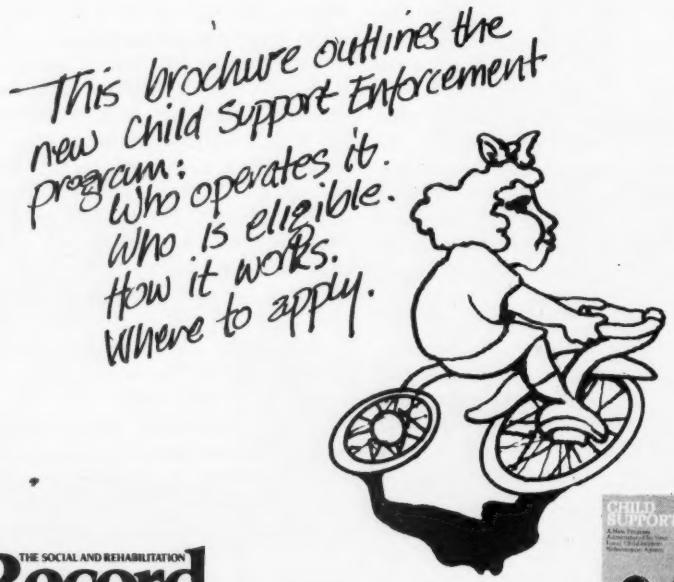
After the initial crisis period was over, steps were taken to institute stringent fiscal control. The evolution of this program began with an agreement between the county commissioners and the Department of Public Welfare to audit the existing public agencies in the two counties. The comptroller of the department conducted a total audit of the programs and documented the amount of money flowing into and out of USA.

A new auditing system was set up to develop budgets and assure fiscal control of operations and, for the first time, the State Comptroller played an integral and equal role in the development of a human services management program. A separate office of fiscal control was established within the USA central office. It used a new accounting system designed to insure fiscal as well as service accountability.

Once a budget is established there can be no deviation from it or from the complement of personnel without the approval of the director of USA and the local comptroller. Private agencies providing services under contract submit invoices to the fiscal division which certifies them for payment. This was the first time an effort had been made to develop program accountability at the local level.

"USA accomplishments to date are significant but, says the director of USA, "much more needs to be done to strengthen the public-private partnership. For those who would like to establish a similar program, the key words are cooperation and accountability, with the latter alluding to not only dollars and cents but to knowledge, understanding and a sense of the needs of the people."■

In a few words


This brochure outlines the new Child Support Enforcement program:
Who operates it.
Who is eligible.
How it works.
Where to apply.

THE SOCIAL AND REHABILITATION **Record**

Copies of *Child Support* are available without cost in bulk from the Social and Rehabilitation Service, Publications Distribution Office, Room G115-B, MES Building, SRS/HEW, Washington, D.C. 20201.

"¿A dónde se me va el dinero?"

Averigüe cómo puede hacer mejor uso de su dinero preparando su propio presupuesto. Vea cómo es posible entender mejor de dónde le llega el dinero y en qué lo gasta. Pregúntele a su agencia local de servicios sociales. (Un "servicio de ayuda" bajó el programa WIN)

Though progressively more persons became eligible to take the three easy steps to receive Social Security, the battle over it continued as these cartoons indicate.

3 steps to Security IN YOUR OLD AGE
You FILL OUT THIS FORM now
Uncle Sam SETS UP YOUR SECURITY ACCOUNT AND GIVES YOU THIS IDENTIFICATION CARD
The Letter Carrier DELIVERS TO YOU AN OLD-AGE BENEFIT CHECK EVERY MONTH FOR THE REST OF YOUR LIFE BEGINNING WHEN YOU ARE 65 or STOP WORKING
INFORMATION MAY BE OBTAINED

A Brief History of Social Services Part III

by John C. Miller

The Social Security Act of 1935 was a dramatic departure from the traditional approaches to handling the needs of the poor. The act differed from social legislation that had gone on before because it was part of a coordinated attempt to stabilize and control the economy. Under the influence of John Maynard Keynes and other economists, President Roosevelt acted upon the theory that the economy could be reshaped and then orchestrated so that a depression could never again bankrupt the country.

The potential success of the Social Security Act was heavily weighted to the work ethic but business was never receptive to the act or any other proposals for social reform. The Republican Party had gone on record in 1932 against unemployment insurance and the National Association of Manufacturers opposed the 1935 legislation in its entirety.

Only workmen's compensation at the State level received the support of business. Basically this was because such laws freed industry from liability for work-related injuries. Even so, under the most comprehensive State plans, workers had to pay up to 50 percent of the costs of sickness and accidents; in other States workers paid as much as 80 percent.

There were critics on both sides. The Administration also found itself under fire from an increasing number of critics who considered the legislation too little and too late.

These critics called for uniformity of benefits and for Federal control to insure that policies were carried out. But only for old age contributory pensions did the Social Security Act create a uniform national program. In the case of unemployment insurance and public assistance, Congress refused to establish minimum levels of benefits. The unemployment provisions of the act only provided for a Federal tax on employer payrolls and for limited standards under which the States were required to implement the program. But it was up to each State to determine who and what kinds of workers would be eligible.

In the federally-controlled old age pension plan, much was made of the fact that benefits were paid according to the amount each person contributed to the plan. Critics called this unequitable and unfair. Many felt the pension plan was limited to too few categories of workers, those in commerce and industry, and provided no benefits for a worker's wife and other dependents. And there was nothing about the able-bodied unemployed.

Aid to the blind, the aged and to dependent children differed considerably from State to State and within States. The authority over social services remained at the State level, in fact, to one historian, the Social Security Act was, "an astonishingly inept piece of legislation."

But pressure mounted for Social Security amendments as the depression continued, and especially after scattered starvation in 17 southern States in 1938. The lack of funds for public assistance was widespread. One example was in Chicago where, after 120,000 persons were accepted on the relief rolls, the city's public relief stations suddenly closed down — funds had been exhausted. Despite this, there was little enthusiasm to expand funds for public assistance.

In 1939 the old age pension program was extended to include benefits for a recipient's aged wife or widow and children under 18. The benefit schedule was also changed from accumulated earnings to an average of earnings, weakening the link between benefits and contributions significantly. Eligibility requirements were liberalized, permitting a person who worked as little as 18 months to receive benefits. Finally it was decided that the first benefits which had been scheduled to begin in 1942 would be paid two years earlier.

But health insurance, disability insurance and, most importantly, general aid to able-bodied unemployed not covered under the unemployment provisions of the 1935 act had never been considered seriously.

Also in 1939 health, education and Social Security functions were placed under a single administration, the Federal Security Agency. This had been recommended as far back as the Harding Administration when the President asked that such an agency be given department status.

World War II saw the country's interest in social services wane as the wartime economy dissolved the unemployment problem to a large extent. Throughout the war, expansion of social services had been often limited to temporary programs, such as emergency housing, entertainment for the troops and day care centers for the thousands of women working in defense plants.

In 1940 and again in 1942, bills were introduced to replace the contributory old age pension system with a flat rate system financed by general revenues. Ten years later, the U.S. Chamber of Commerce endorsed a plan to abolish the old age pension and replace it with a program financed in such a way as to lessen the

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John Miller, formerly a senior editor of several national business magazines, is a freelance writer.

tax burden on property owners and higher income groups. All such proposals failed.

With the passage of the Vocational Rehabilitation Act Amendment in 1943, the responsibilities for vocational rehabilitation were assigned to the administrator of the Federal Security Agency, who established the Office of Vocational Rehabilitation the same year.

Anticipating the return of 11 million veterans, the GI Bill of 1944 provided them with cash, education and loan benefits.

There was concern that the postwar economy might sink back to depression era levels. To head off this possibility, the Employment Act of 1946 was passed, making full employment and full production a national policy.

As prosperity continued in the postwar period, there was no sense of urgency for social reform and little serious consideration of the question of public assistance. In fact, once the depression ended, there were periodic attempts to dismantle the Social Security system.

When World War II ended President Truman moved to "strengthen the arm of the Federal Government for better integration of services in the fields of health, education, and welfare." This resulted in abolishing the three-man Social Security Board and creating in its place the Social Security Administration. Included in this reorganization was the transfer of the Children's Bureau from the Department of Labor.

Major legislation of 1946 included the National Mental Health Act, the Vocational Education Act, amendments to the Social Security Act and

Evolution of the Social Worker

Although Social Worker Jane Addams captured headlines around the turn of the century and eventually the Nobel Peace Prize, the majority of her contemporaries and predecessors brought more good intentions and temporary good cheer to the poor than any real lasting relief.

The typical 19th Century social worker was financially well off, had time on her hands and sought to transfer her correct values and moral perspective to those in need.

But there were many individuals and organizations who made significant contributions to the relief of suffering. The first such group in America was the Scots' Charitable Society, which was founded in Boston in 1657 as the first "friendly society." While it was formed to aid Scotsmen living in Boston, it is important because it served as a pattern for what became known as voluntary social work.

The first orphanage in America was established by the Ursuline Sisters in 1729 in the wake of a smallpox epidemic in New Orleans. In 1790 Charleston established the country's first public orphanage.

Settlement houses, opened in poor neighborhoods in the late 1800s, brought social workers to where the action was. The first settlement house in America was established on the lower east side of New York in 1886 and three years later Jane Addams opened Hull House on the west side of Chicago.

Until 1898 the skills of social work could only be learned by on-the-job training. In that year a course of training for social work was set up by the New York School of Philanthropy as a summer session. From that session grew the Columbia University School of Social Work. Six years later the school went into year-round operation. In the same year the University of Chicago's Extension Division, Institute of Social Science was founded.

Medical social work is said to have begun in 1905 when the Massachusetts General Hospital recruited a social worker for its staff. Psychiatric social work traces its origin to the same hospital in the same year when a psychiatrist employed a social worker to work with mental patients in the hospital's neurological clinic.

Nobel Prize Winner Jane Addams

That there were people who were poor, sick and in other ways in need was, to most, a vague notion of something that happened on the other side of town. But that changed in 1914 when the Pittsburgh Survey was published. The five-year study documented the result of low wages, preventable diseases that went untreated, housing in disrepair, extremely low wages and industrial hazards.

the Hospital Survey and Construction Act.

But many felt the Social Security Act needed further expansion. By 1947 only three out of five jobs were covered and restrictive eligibility requirements for older workers continued. Only 20 percent of those 65 and over were insured or receiving benefits. The benefits averaged $25 a month for a single person.

By 1948, the retail price of food had risen 114 percent over 1939, yet the monthly benefits under Social Security had not changed. The Social Security Act was broadened in 1950 to include regularly employed farmworkers, household workers and most self-employed persons. As a result, 20 million additional workers became eligible, with the percentage of the labor force covered rising from 64.5 percent in 1949 to 89.9 percent in 1955. The benefit structure was also upgraded; annual taxable earnings for the Social Security fund increased from $3,000 to $3,600; the basis on which benefits were computed became more equitable.

Over objections raised by organized medicine, employer associations and the insurance industry, the public assistance provisions of the act were expanded to include aid to the disabled. Critics pointed out that the programs and amount of assistance were inequitable because they varied according to the States' ability and willingness to match Federal funds.

Increased efficiencies were achieved in the Social Security program with the establishment of HEW in 1953.

In 1954, President Eisenhower signed a bill providing a matching funds formula to provide the States

This exhaustive description and analysis of the ills of a large modern city furnished the statistics that social reformers needed to make an impact on the public consciousness.

At this time the charity worker's visit to the poor began to evolve into casework, a process of investigation, diagnosis and treatment of the poor. By 1917 the casework process was solidified by Social Worker Mary Richmond in her book *Social Diagnosis.*

Ms. Richmond wrote that good intentions and common sense were insufficient qualifications to be a social worker. Hoping to democratize what she saw as the authoritarian relationship between upper class social workers and the lower class poor, Ms. Richmond urged that standards be set for social workers and that schools of applied philanthropy be created.

By 1920, degree programs and an evolving body of social work theory made social work increasingly more effective.

In 1922 J. Prentice Murphy, a children's agency social worker, told the National Conference of Social Work: "It might have been wiser for society to have directed its efforts toward conserving the home from which the child had been taken, rather than to have all but exhausted its energies to save the child after he had been damaged."

The first course in "group work" was introduced in a school of social work in 1923 at Western Reserve University, but it was not until 12 years later that the National Conference on Social Workers placed social group work on a priority with the other three major functions of social work: social casework community organizations and social action.

Kathleen Woodroofe gives her view of the social worker after the 1930s in her book, *From Charity to Social Work:* "Preoccupied with the psychological rather than the economic, the social worker began to see herself no longer as a dispenser of charity interested primarily in the poverty of the poor . . . now armed with a vocabulary richly strewn with medical terms and convinced apparently the poor were no longer with us, she saw herself as a species of social physician, concerned with the problems of psychological maladjustment . . ." Two years later Jane Addams was presented with the Nobel Peace Prize.

In 1934 Puerto Rico passed a law licensing social workers. Eleven years later California followed suit. To date there are 19 States which license social workers.

By 1950 social workers were pointing to licensing and their well developed degree programs as indications they had reached professional status. By this time there were more than 46 schools of social work and 75,000 social workers. Their number continued to grow to 97,000 in 1960, 218,000 in 1970 and 320,000 in 1976.

In 1953, when the Federal Security Agency was dissolved and its functions vested in the new Department of Health, Education, and Welfare, many social workers were assigned to top-level department jobs. But in the same year the president of the American Association of Social Workers said his colleagues were failing to fulfill their responsibilities regarding social action. Some suggested it was because social workers were too concerned with establishing their legitimacy in the community to become involved in controversial reform movements.

In 1955 the National Association of Social Workers was formed when five professional associations and two study groups merged.

Social work matured during the first half of the 20th Century. And with a quantum leap in social services in the decades to follow, they would need all their skills.

Recipients and Payments 1936-1960

YEAR	Old age assistance		AFDC		Aid to the Blind		APTD	
	recipients	amount	recipients	amount	recipients	amount	recipients	amount
1936	1,108,000	$20,810,000	546,000	$4,820,000	45,200	$1,179,000	—	—
1940	2,070,000	41,926,000	1,222,000	12,040,000	73,400	1,863,000	—	—
1945	2,056,000	63,489,000	943,000	14,278,000	71,500	2,395,000	—	—
1950	2,786,000	119,955,000	2,233,000	46,529,000	97,500	4,481,000	68,800	3,033,000
1955	2,538,000	127,003,000	2,192,000	51,472,000	104,000	5,803,000	241,000	11,750,000
1960	2,305,000	135,759,000	3,073,000	87,051,000	107,000	7,215,000	369,000	20,711,000

and local organizations money to build chronic disease hospitals, diagnostic and treatment centers, nursing homes, and rehabilitation facilities.

Legislation signed the same year authorized a four-fold increase within five years of the number of disabled people rehabilitated for self-support.

A group of consultants thoroughly studied the Social Security system in 1954.

A major organizational development in HEW took place in 1954. The Indian Health program, involving 3,400 personnel from the Department of the Interior, was transferred to the Public Health Service.

Ten years of operating the Hill-Burton hospital construction program was marked in 1956. By June 30, more than 2,000 federally-aided hospitals and health centers were in operation, including 550 new general hospitals. More than 136,000 beds and 750 health units for outpatient care had been added to the nation's health system.

The President also signed a bill authorizing the Public Health Service to conduct a continuing national health survey, the first in 20 years. Legislation also was enacted to combat the nursing shortage and improve nursing service.

By June of 1956 more than five million Americans were receiving public assistance and 8.4 million were receiving Social Security benefits including three-fourths of the population of retirement age. In the same year the option of receiving a reduced retirement benefit was offered workers at age 62. Further reform that year added disability insurance to the basic old age and survivors program. Shortly thereafter workers between 50 and 64 years of age were covered by the disability provision and the age limitation was eliminated after 1960. Dependents of disabled workers were also granted benefits.

During fiscal year 1956, 66,273 handicapped persons were returned to "useful lives," a new record under the 35-year-old program. The department also reported that from 1946 to 1956 maternal death rates fell 76 percent and infant death rates dropped 23 percent.

In 1957, the Social Security Administration reported that Social Security beneficiaries had passed the 10 million mark. Monthly benefits in June 1957 totaled $554.6 million.

Amendments to the Social Security Act, effective October 1, 1958, increased the amount of Federal funds available to the States for public assistance and greatly increased appropriations for three grant programs of the Children's Bureau — maternal and child health services, crippled children's services and child welfare services.

In 1959 the department reported that in the five years since the 1954 amendments to Federal vocational rehabilitation legislation, more than 350,000 persons had been rehabilitated. Among them were 17,000 persons entering professions, 38,000 beginning skilled trades and 30,000 entering agriculture. The total cost of the rehabilitation was estimated at $14 million. The earnings of the entire group after rehabilitation in their first full year of employment were estimated to be $156 million.

Social Security celebrated its 25th anniversary in 1960. The Social Secu-

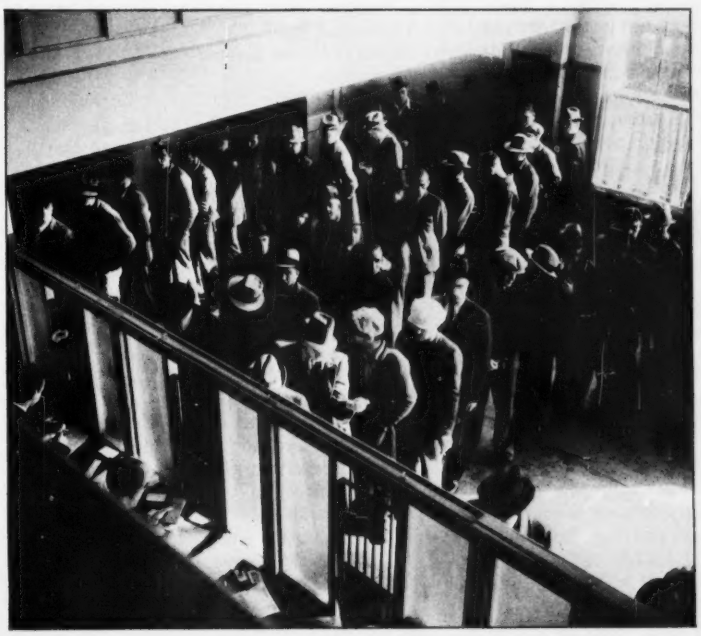
Social Welfare Expenditures For Fiscal Years 1936 to 1960
(In millions of dollars)

	Total social welfare[1]	Social insurance[1]	Public aid	Health and medical programs	Veterans programs	Education	Housing	Other social welfare
1936	$7,858.2	545.2	3,436.0	500.1	892.7	2,375.7	3.1	105.4
1940	8,953.4	1,330.0	3,523.7	724.4	612.9	2,617.2	8.9	136.4
1945	12,797.9	3,652.1	1,150.6	1,904.1	2,402.9	3,296.8	158.7	232.7
1950	23,508	4,947	2,496	2,064	6,866	6,674	15	448
1955	32,640	9,835	3,003	3,103	4,834	11,157	89	619
1960	52,293	19,307	4,101	4,464	5,479	17,626	177	1,139

[1] Although total welfare and insurance expenditures include workmen's compensation and temporary disability insurance payments made through private insurance carriers and self-insurers, such private payments have been omitted in computing percentages relating to all government expenditures.

Source: U.S. Social Security Administration.

(*Above*) Unions demonstrated in major cities in January 1939 when Congress cut the relief appropriation. (*Below*) With 10 million persons jobless in January 1938, 22 States opened unemployment lines.



rity Administration reported that in June 1960, almost 14.3 million persons were receiving benefits. Of these beneficiaries, 11.5 million were age 62 or over, 2.4 million were young survivors and dependents and 371,000 were disabled workers age 50-64. Annual benefit payments had reached $10.8 billion. The amendments to the Social Security Act of that year were expected to add 1,075,000 persons to Social Security rolls.

Public assistance programs also marked a quarter century of service in 1960. Nearly 5.8 million persons were receiving public assistance payments totaling more than $3.3 billion. The Federal share was 58.6 percent, the State share was 33.7 percent, and the local share was 7.7 percent.

The 1960 amendments to the Social Security Act increased Federal participation in health care assistance for the aged, liberalized the retirement test, increased benefits for children of deceased workers and removed the age 50 limitation for disability benefits. The amendments also authorized research and demonstration projects in the child welfare field. Later that year, a new program of Medical Assistance for the Aged was established.

By the end of the 1950s, almost all workers had become eligible for old age pensions. Statistics compiled in the 1960s showed that children born in 1935 spent more years in school, entered the labor force with a better education and were able to obtain higher paying positions earlier. This was attributed in part to the Social Security Act because it allowed the parents to be self-sufficient after retirement.

With the public's attention drawn to such successful results and with the general air of prosperity in the 1950s and early 1960s, little notice was taken of the growing cost of public assistance which increased from $2.4 billion in 1950 to $4.1 billion in 1960. Clearly, the Social Security Act had not replaced the public assistance program as FDR had envisioned.■

Part III, The Quantum Leap in Social Services, will appear next month.

Publications and Films

Please address all inquiries and requests to the addresses in the listings.

Publications

Anatomy of Research in Allied Health. Franklin Stein. Halsted Press (division of John Wiley & Sons, Inc.) 605 Third Ave., New York 10016. $8.95.

The quality of health care is of increasing concern to those who are responsible for delivering and improving these services. The questions confronting the researcher in this field are particularly difficult and complex:

- How can one objectively evaluate and measure the effects of treatment?
- Are there causes for a patient's improvement other than the direct intervention of the therapist?
- If a patient improved by a specific therapeutic strategy, can it be applied to all patients with the same diagnosis?

How do individual differences among patients affect treatment planning?

This book provides a thorough treatment of the methods, pitfalls, and implications of research into these and other problems.

An historical overview of the development of scientific research in medicine, health, and rehabilitation is presented. Five logical fallacies that can occur in health research are given and distinction is made between research directed toward theoretical issues and research oriented toward human problem-solving.

Eight common research models are discussed as well as the selection of models applicable to particular questions under study. A review of the literature on the subject provides sources of bibliographical references, as well as the use of computer-based information retrieval systems.

The Preparation of Human Service Professionals. Alan Gartner, Ph.D. Human Sciences Press, 72 Fifth Avenue, New York 10011. $14.95 hard cover.

This is a comparative study of the professional preparation of doctors, lawyers, social workers, and teachers.

As both their numbers and areas of activity expand, there is a growing concern regarding the preparation of practitioners in the human services. A part of this concern relates not only to the increasing numbers of practitioners, and the public expenditures made for their preparation, but also to matters concerning the quality of performance of the human services.

This study examines the professional preparation of practitioners in four human service fields — medicine, law, education, and social work. In the course of describing the history in the United States of the professional preparation for each of these four fields, it gives special attention to a common theme which runs through each of the four fields, namely, the effort to integrate theory and practice.

The work concludes with two synthesizing chapters. The first notes commonalities in and contrasts among the four fields.

The second proposes a generic design for the integration of theory and practice which gives special attention to various aspects of consumer-based practice, seeing the consumer both in roles involving governance of practice and also in the role of the ultimate producer of the service itself.

An extensive bibliography is included.

Decentralized Delinquency Services in Michigan, FY 1973-1974. Laurence Max and Thomas Downs. Michigan Department of Social Services, Lansing Mich., 48926. Publication No. 192 (Revised 3-75).

These research findings are supportive of the position that, for most youth, community placement is at least as effective as incarceration as a short-run deterrent to recidivism and as a facilitator of educational and skill training objectives. There is evidence that suggests that this pattern of effectiveness persists after release from placement.

Differential treatment has been shown to be a viable concept, although the evidence to date suggests that high aggressiveness is not necessarily the only parameter for appropriate placement in institutional settings. All other factors held equal, the institution is probably best suited for the retention of chronically truant youth or youth with severe lack of controls who also have aggressive offense histories. There is evidence that the institutional setting is especially conducive to positive outcomes among youth with the most aggressive histories.

A Child is Being Beaten. Naomi Feigelson Chase. Holt, Rinehart and Winston, New York. 215 pages.

This book presents an appraisal of child abuse and neglect. A review is made of the history of child abuse and neglect and how it has evolved. The author states that child abuse, like infanticide, abortion, or any other such phenomenon that has existed in almost every known human society, either as a response to the demands of the gods or as an answer to the burden of child-bearing and child-rearing, cannot be considered an individual aberration.

Actual case studies of individuals are presented. Although the book focuses on many of the negative aspects of agencies, this emphasis is balanced with an account of the progress that has been made in the provision of protective services.

Integration of Human Services in HEW: An Evaluation of Services Integration Projects, Volume I. Department of Health, Education, and Welfare, Publications Distribution Office, G-115B SRS, Washington, D.C. 20201. (SRS) 76002012.

The services integration projects studied were operating in extremely diffuse social service environments made up of a variety of public and private agencies with competing claims to funds and authority. Developing that structure into a unitary system, even if it were desirable, could probably not be done. There is little support for a unified service delivery system either from service providers or from other sources.

The study indicates that it would be feasible to create a more closely knit, although still pluralistic, system by getting providers to link services and enhancing the ability of certain agencies, such as general purpose government, to assume a leadership role in the pursuit of services integration. This has paid off to the client by improved accessibility and continuity of service and to the taxpayer by protecting his investment in services.

Unmarried Teenagers and Their Children. Elizabeth Ogg. Public Affairs Committee, 38 Park Avenue South, New York 10016. 35 cents.

This brochure describes the changing attitudes toward young unwed parents, the problems of single mothers and their children, and the role of the unwed father. It also discusses the family pressures that lead to this situation and what can be done to help these young people and their children.

Films

Walkin's Too Slow. 16mm color Bandanna Media, Inc., 572 St. Clair, Grosse Pointe, Michigan 48230.

In 1975 over one million young people ran away from home. This documentary explores every aspect of this growing national problem. Statistics and theory are left behind as six young runaways reveal their personal experiences in crisis centers, juvenile court, youth homes, and on the streets of America.

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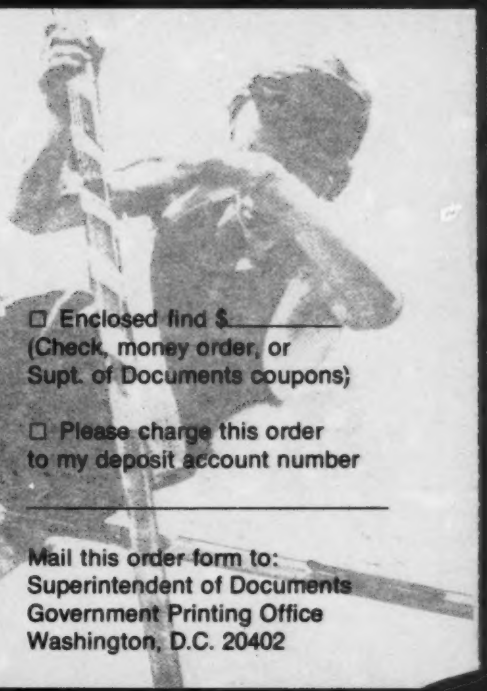

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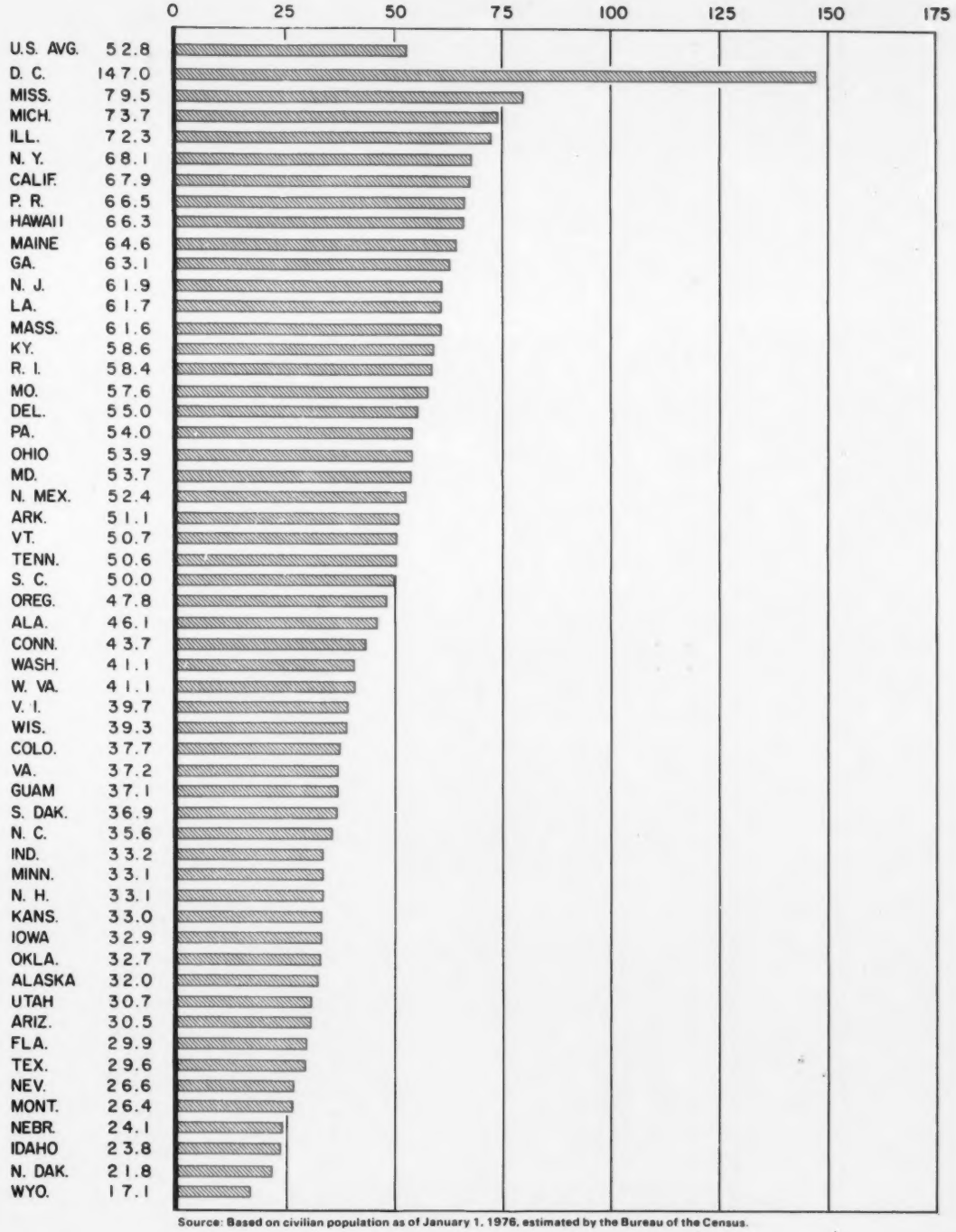

Source: Based on civilian population as of January 1, 1976, estimated by the Bureau of the Census.

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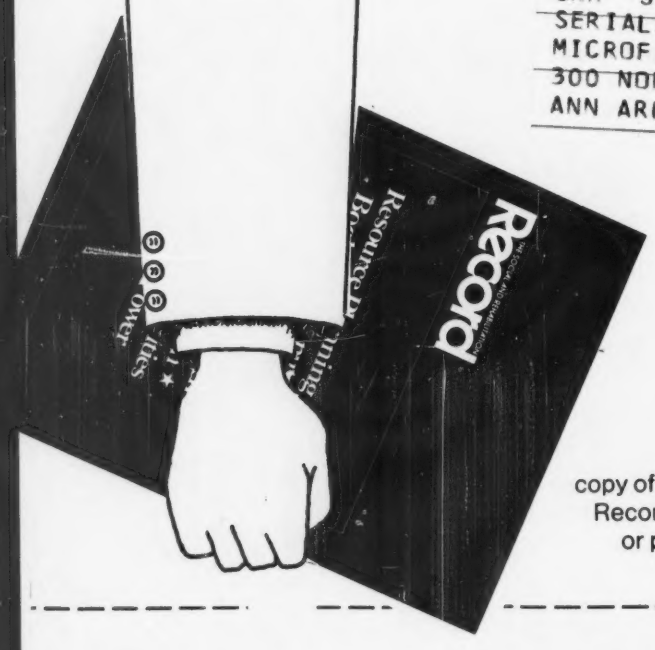

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